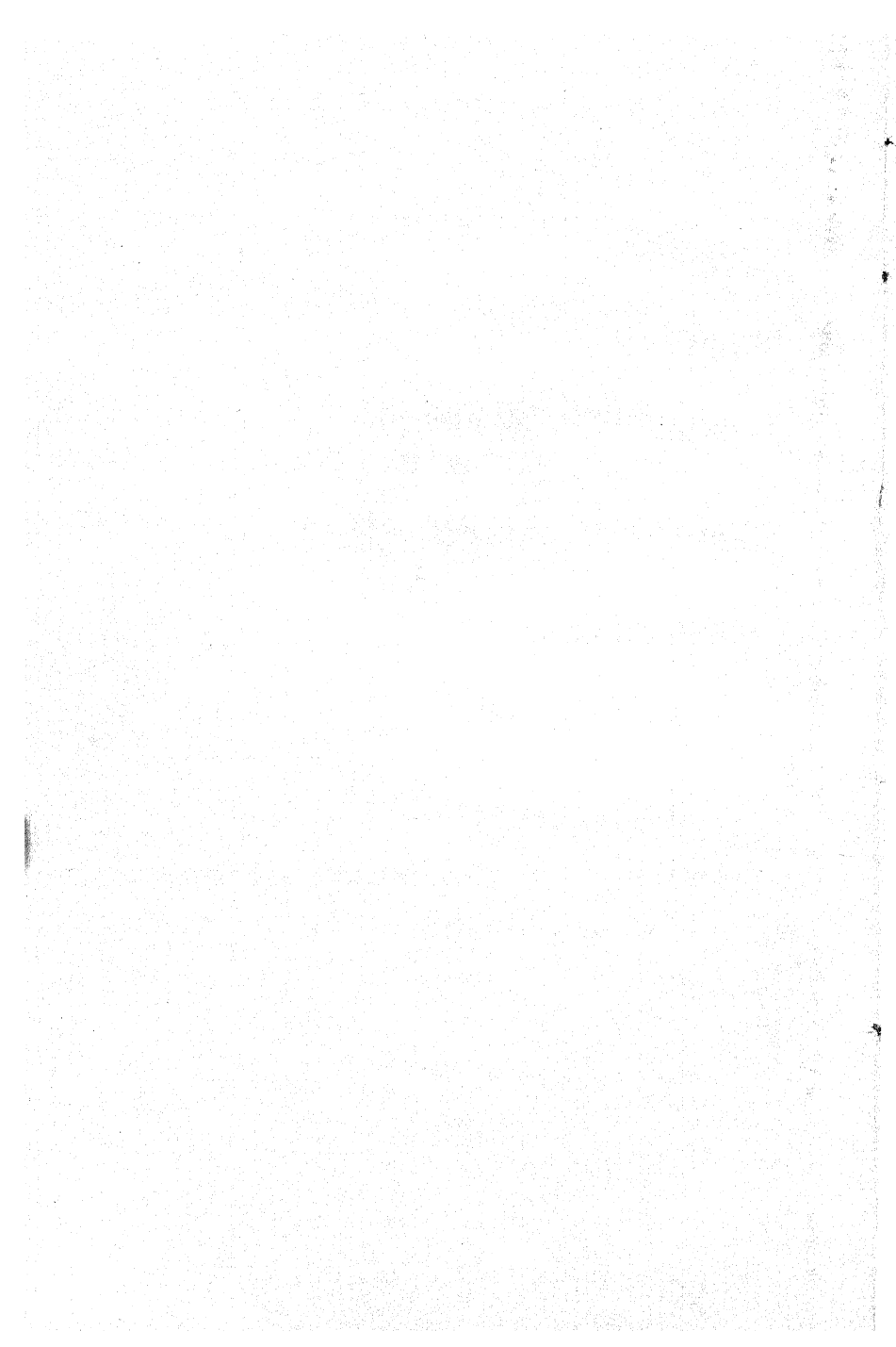


# Training and Development in Government



# TRAINING AND DEVELOPMENT IN GOVERNMENT

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*“It is good to have goodwill;  
“it is good to have enthusiasm;  
but  
“it is essential to have training.”*

—JAWAHARLAL NEHRU



## Foreword

**M**R. A. P. Saxena has compiled in this book some of the material used in the Institute's courses on the training of trainers. The papers included here relate to perspectives of training in Government, types of training, and some problems in post-training utilisation of trainees. The emphasis is on the training of the public servant since the courses are designed for the Government system.

Training for public servants is not a new idea. The central and all-India services and technical training in Railways, P & T and several other departments of the Government are perhaps some of the oldest facilities available in the country. These have been models for setting up training in large industries in the country.

Training in administration, and a central agency for training, however, came in 1962 when a cell in the Ministry of Home

Affairs was established for general coordination and for stimulating in-service training. In 1968 was set up the Training Division which now forms part of the Department of Personnel & Administrative Reforms in the Cabinet Secretariat. The Administrative Reforms Commission also made several important recommendations on training which were generally accepted by the Government.

In the last five years, the Training Division has taken several important steps towards creating facilities for the training of middle level administrators. In the course of the promotional efforts, many new problems about the administration of training institutions and about utilisation of training have been brought to light. Mr. A. P. Saxena has been concerned with several of these problems and has played a significant role in the field of training after his valuable experience in the Planning Commission and in other assignments in the Government.

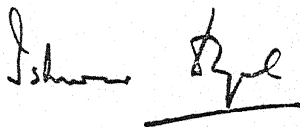
The Indian Institute of Public Administration has worked closely with the Government for mid-career training of civil servants. Currently, the Institute trains annually about 1,000 employees in the Government, the public sector enterprises and local self government. There are several other institutions performing similar functions. The combined efforts of all the training organisations touch only a small population of the vast number of Government personnel.

Most of the training facilities now available for employees in the Government and its various attached offices exist mainly for the middle hierarchy. There is very little that exists for the lower and the higher levels of the hierarchy. Efforts are being made by the Institute, its regional and branch offices, and by others, to involve a large number of people in seminars, extension programmes, arranged lectures, distribution of published material, and its publications programme. Besides some publications in public administration, we have published four volumes of cases and teaching material for wider use by institutions engaged in similar tasks. This volume provides valuable material

on training and promises to be of use to administrators and to training institutions.

I am grateful to Mr. A. P. Saxena for agreeing to compile this volume.

I deeply appreciate the work of our Publication Division in bringing out this volume, especially M/s. K. Venkataraman, Om Anand, K. K. Joshi and B. L. Bhatla.

A handwritten signature in dark ink, appearing to be 'Ishwar', followed by a horizontal line.

*Director*

MARCH 25, 1974  
NEW DELHI

INDIAN INSTITUTE OF PUBLIC  
ADMINISTRATION



## Preface

**T**ODAY more than ever before, training in the broadest sense is being considered as a key to national development. The case for training in Government can hardly be over-stated even though the rationale for training public personnel as an area of Government responsibility is of fairly recent origin even in the developed countries. A major task of administration is to find ways of developing personnel for carrying on developmental programmes—a none too easy task. In other words, a developmental approach to training will imply that personnel improvement should be stimulated and integrated, but with particular regard to national needs and objectives. In this context, training can be conceived as an integral aspect of Government, not confined merely to administrative function but to include all types of purposeful learning designed to enlarge personnel resources and productivity.

The main objective of the book is to attempt an interpre-

tative overview of training in Government today. It is not conceived as a handbook as it does not deal with all aspects of training. A few critical ingredients of training in Government have been analysed with a view to identify some common issues for strengthening training and development.

In the recent past, the Government has become increasingly involved in training. With the establishment of several formal organizations, there exists today a strong institutional framework for training at various levels. While this would refer to formal in-service training, on-the-job training is equally valuable and important. In fact, a discussion of these mutually complimentary facets of training has re-inforced training in Government. Aspects of post-training utilization are also equally relevant in this context. In fact, all these taken together alone lead to an evolution of need-based training plans. These very briefly are some of the areas discussed in these pages.

An attempt has also been made to note the point of view of the trainer and to help him understand and carry out his training responsibility. Even though the need to develop trainers is well established, frequently this is not conceived as part of an overall design of training. Today, it appears, availability of trained trainers may well hold the key to the success of training.

In these essays no value judgement has been attempted—and neither is it possible. The primary objective has been to integrate a number of related areas and thereby develop a reasonably analytical picture of training in Government. This is necessary because the Government is increasingly concerned with the training of its employees. For want of published information, the current progress of training in Government may not be known widely but pioneering developments have been taking place in more than one area of training.

For several years, I have been privileged to be associated with training in Government. The present work seeks to high-



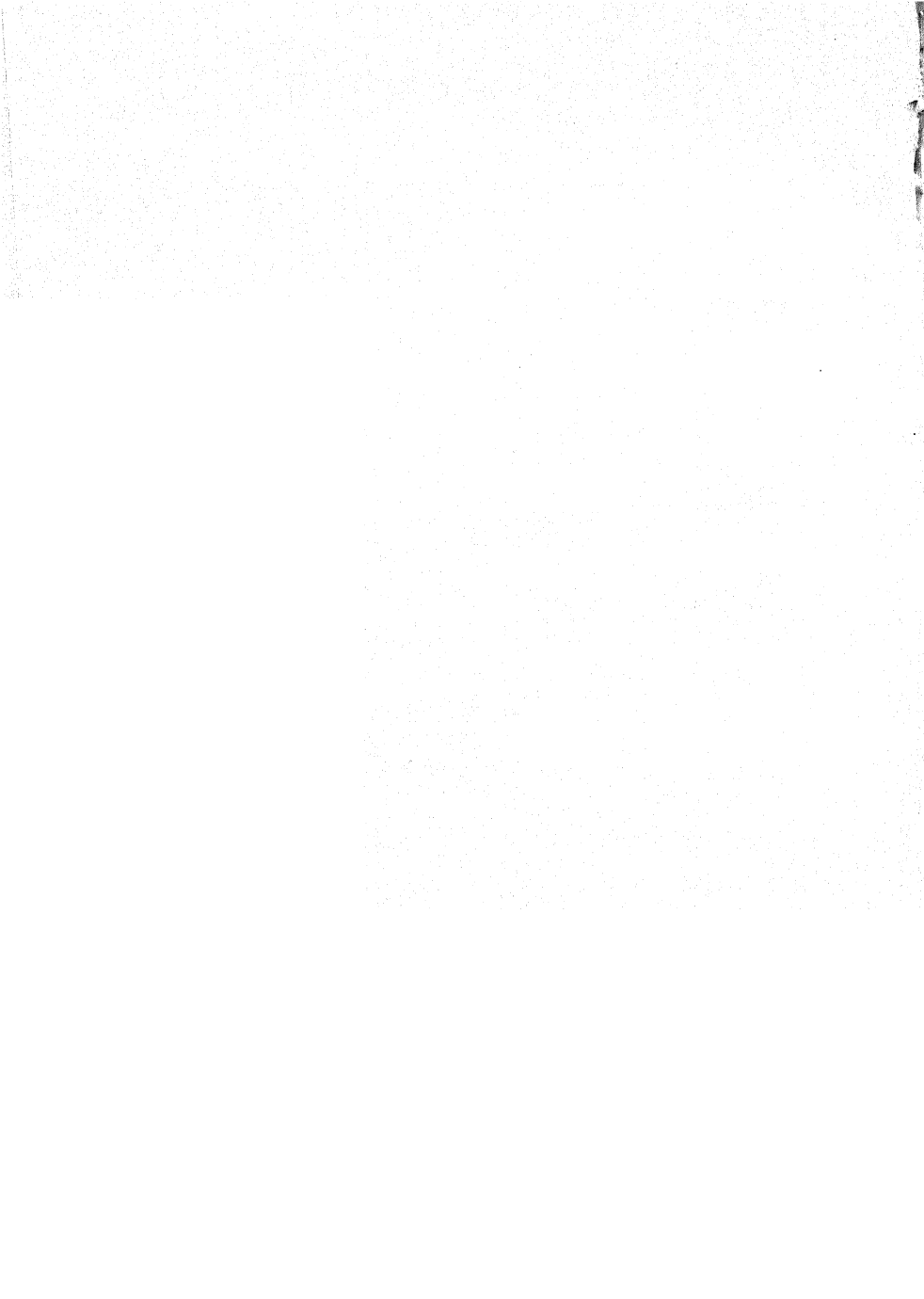
light some key aspects of training and the presentation is at best illustrative and not exhaustive. Any detailed discussion of each ingredient is well outside the scope of the present work. The views and analysis, based largely on direct training experience, are entirely mine—and so also the shortcomings. But these do not reflect in any way the views of the Government. This modest effort will be amply rewarded, if it succeeds in promoting an analytical appreciation of some of the important issues and problems which form the core of training.

In the task of preparing this text, the advice and assistance of a large number of colleagues and trainers was sought and utilized. Many were kind enough to offer comments, criticisms, and suggestions. I am grateful to them. In particular, I am deeply indebted to Shri R. N. Haldipur for his valuable comments based on his incisive and scholarly understanding of training and development in the Government.

I am deeply grateful to Prof. Ishwar Dayal, Director, Indian Institute of Public Administration for encouraging me to prepare the book. His deep understanding—and faith in training, known to trainers all over, deeply inspired me. But for a similar faith, the effort may never have been attempted.

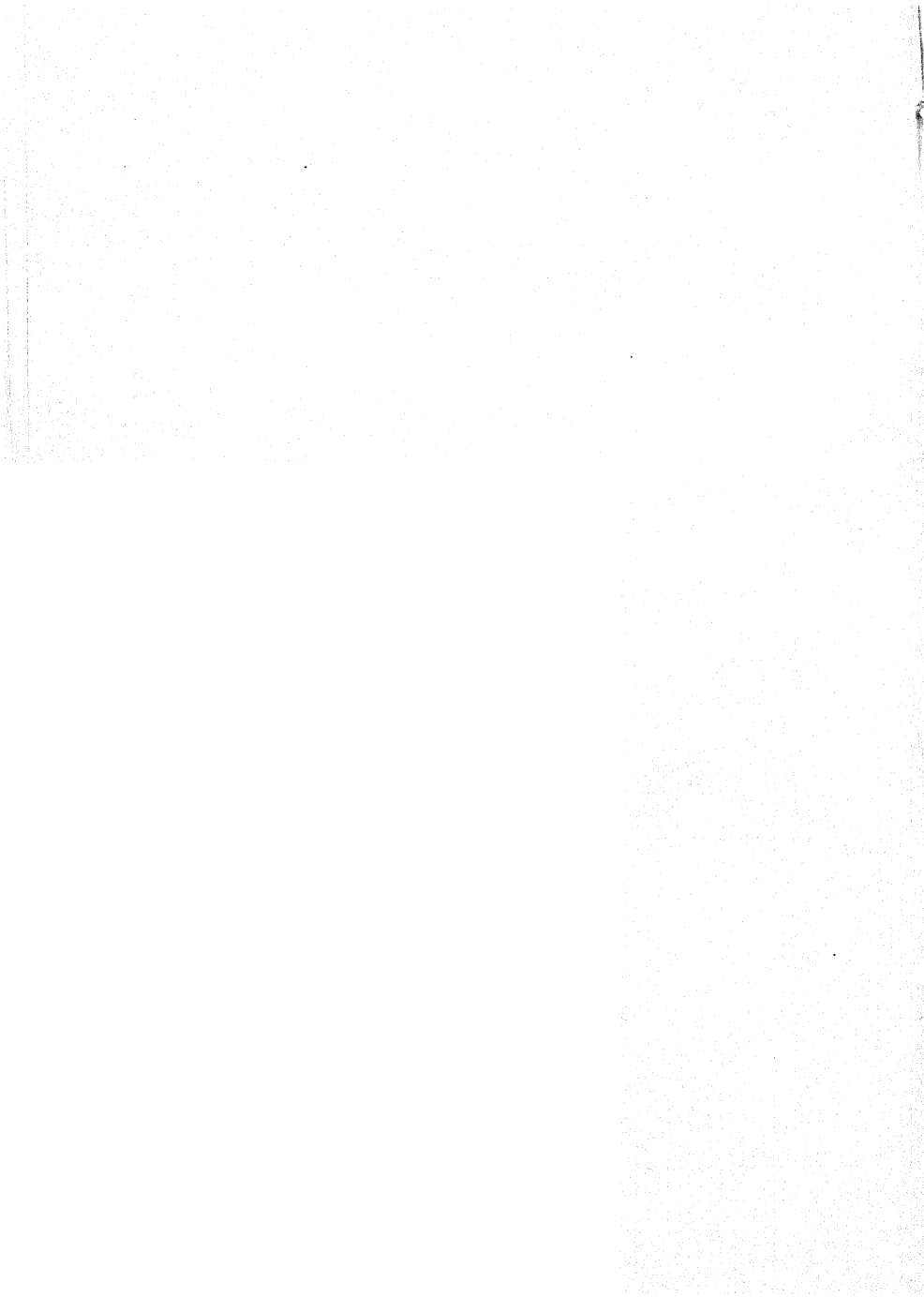
A. P. SAXENA

MARCH 18, 1974  
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# One

## Training in Government Some Implications for Growth

THE concept of growth is being discussed and interpreted today along a wide spectrum of economic, social and several other parameters. It is only appropriate therefore that Training generally, and Training in Government in particular, is deliberated upon as part of the concept of growth.

Let us take note of some of the recent pronouncements on the subject. Last year, the Prime Minister in an important address drew attention to the new approach of professional economists which sought to question the concept of 'growthmanship' and undivided attention to the maximization of GNP. She noted that increase in GNP may not be considered as only one component of a multi-dimensional transformation of society.<sup>1</sup> In other words, let us worry about the *content* of GNP even more than its *rate* of increase. The Union Planning Minister in a recent article observed "Growth had to be related to the quality of human life, to saner-juster social relations and to

an environment of freedom and creativity.'"<sup>2</sup> In a somewhat related sense, growth may by implication mean ensuring target-oriented performance for accelerated achievement of plan targets and programmes. Whatever may be the scope and range of interpretation of growth, it can not be denied that in sheer pace and direction, growth in the Indian context needs to be conceived as a *sine quo non* for allround national development. In an extreme sense, this may sound contradictory to many present-day thinkers who somewhat scared by the pace of industrial and economic affluence of the developed nations of the world are seriously debating the question of *limits* to growth. A recently published report for Club of Rome's project on the predicament of mankind seeks to ask a question in right earnest 'whether the momentum of present growth may not over-shoot the carrying capacity of this planet'.<sup>3</sup>

#### ADMINISTRATION AND GROWTH

Whether we conceive of growth to imply 'increase in aggregate product valued at current prices', or 'increase in aggregate product at constant prices' or 'increase in per capita output at constant prices', the need for increased availability of skilled and trained manpower at all levels cannot be over-emphasized. Let us see for a moment if the concept of growth conceived in this background has any relationship with the quality of administration and administrative performance, or negatively, if administrative performance can be an impediment to growth. It can be stated that generally the levels of administrative performance relate not only to the area of improvement in efficiency, but are equally important in respect of achievement of 'goals' within time and cost parameters. In this specific context (of growth) let us briefly take note of some of the recent comments on administration. Briefly, the criticism seeks to imply that in administration today there may not be enough appreciation of two concomitant factors, (a) inability to see a 'plan' in terms of 'tasks', and (b) inability to see 'tasks' in terms of 'plan'. These factors in effect indicate an extent of administrative malaise of a somewhat long standing nature. For example,

the Prime Minister has observed on more than one occasion about the shortcomings and the need for change in administration. Delivering the Convocation address of the Roorkee University, in 1967, she noted : "In spite of numerous attempts at reform, the administration tends to be hierarchical and status-bound... the administrative system must reflect an individual's contribution to the human welfare and economic gain... it is well known that knowledge has been growing faster than our ability to handle it. Administrators sometimes lag behind the situation they are supposed to administer. If a large proportion of investment we have made under the plans remains unutilized, the cause is to be found in administrative shortcomings".<sup>4</sup> On another occasion, during a debate in the Lok Sabha, she observed : "Efficiency therefore must be the watchword in any sphere of activity, especially in public administration. Our patterns of administration were drawn or designed at a time when the Government's main business was to keep law and order. They are not adequate for the challenge which we face today. What we need, therefore, is revolution in the administrative system without which no enduring change can be brought about in any field."<sup>5</sup> In the context of development of plan goals and achievement of plan targets, the Union Planning Minister recently commented on the need for total transformation of administration in the country which according to him still reflected a 'colonial' pattern. In fact he has observed : "In the best of circumstances, bureaucracy cannot be a decisive factor in a socio-economic transformation."<sup>6</sup>

It may be noted that the recognition of public administration as an important element of the process of economic growth in developing countries is of fairly recent origin.<sup>7</sup> Keeping in view the approach of Fred Riggs conceiving development 'in terms of increase in the capacity of a social system to shape or re-shape its environment', it can be visualized that economic growth would generally accompany administrative development. One writer on the subject has stressed the need to consider administrative capabilities as an important variable in any

model of economic growth.<sup>8</sup> In this context, the relationship between economic development and administrative reform has not followed a comparable path as in the developed countries in the West. According to some sources, whereas in the developed countries in the West economic growth preceded administrative reforms, in most of the developing countries it has been the reverse.

Perhaps some of the gaps in administration cited here may be arising out of a state of transition—the Bureaucratic Transition, as noted by a contemporary writer<sup>9</sup>. May be they are not peculiar to India but are in evidence as part of the general growth process in the developing countries\*. Dr. Wu till recently Head of the Public Administration Division, United Nations in a recent report<sup>10</sup> highlighted some of the main difficulties in administration facing developing countries : (a) the rapidly changing and increasing turbulent environment characterized by its complexity and uncertainty, and (b) the divergencies of public administration in different national environments leading to difficulties in making generalizations. According to Dr. Wu, it was necessary that administration should ensure that 'measures for plan implementation had been carried out, expected results are achieved, adjustments necessitated by rapidly changing environment are made, information is available for evaluation of results'. According to him, quantitative analysis techniques† leading to increasing administrative reform and management improvement would be necessary to take care of the problems of administration in developing countries.

#### TRAINING—THE ANSWER

The above comments while hinting at the gaps in administration and its performance, also make it clear that the tasks

\*For example, Simon Kuznets lists a number of characteristics of modern economic growth with special reference to developing countries in 'Modern Economic Growth—Rate, Structure and Spread', Yale University Press, New Haven, 1966.

†In this context, also see the proceedings of (i) U. N. Inter-regional Seminar on Major Administrative Reforms in Developing Countries—Institute of Developing Studies, Sussex, Oct.-Nov., 1971 and (ii) U. N. Inter-regional Seminar on Organization and Administration of Development Planning Agencies—Kiev U.S.S.R., October, 1972.



and targets in Government today require a new orientation, a new approach with all the professionalism at our command. A few questions naturally arise: Can training\* be an instrument for achieving this orientation? Can it be the harbinger of change—an initiator and sustainer of new procedures, techniques and systems? Can training take care of these gaps which are or can be impediments to growth, and thus justify faith in it (training) as a growth in-put. Those of us who are involved in the training field feel with conviction and faith that training, as an action-oriented activity, can provide the answers. In fact, the conviction even extends to the statement that training is perhaps the only meaningful *intervention* which can rectify these gaps. This line of thinking initially arises from the fact that recruitment in the Government is usually organized at the lower levels (whether for all-India/Central Services or other services) and by and large people develop on-the-job while working within the organization, and through a carefully regulated process of seniority, merit and selection move upwards in the system. As a supplementary effort, there is very little lateral in-take at middle and higher levels. In the absence of formal and institutionally supported training plans, on a *continuing basis* a long line of public personnel, after their pre-entry/probationary phase of institutional training till their supernuation (a span of nearly 30 years), could be envisaged serving the Government relying only on the strength of on-the-job development. The need for formal and even informal training opportunities for up-dating the stock of initial skills or knowledge, thus becomes obvious and critical. The opportunity for 'attitudinal re-orientation', in the sense this aspect is professionally understood, is almost altogether non-existent and may not be available to the bulk of serving personnel.

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\*We here conceive of training as 'directly concerned with improving people's performance with regard to economic activities'. Training will thus refer to 'teaching/learning activities carried on for the primary purpose of helping members of an organization to acquire and apply the knowledge, skills, abilities and attitudes needed by the organization to carry out its mission'—'The Management of Training—A handbook for training and development personnel', Calvin P. Otto and Robbin O. Glazer, Addison Wesley Pub. Co. 1970.

## TRAINING IN GOVERNMENT

Before elaborating the argument that training can effectively initiate new orientation and change in administration and be an effective support and intervention for growth, let us take a brief look at training in the Government today. Training, as a formal approach aimed at ultimately improving levels of efficient performance and output in the Government is of fairly recent origin. It is not so only in India but even in the more developed countries like the U. K., U. S. A. or France. The major renewed emphasis in civil service training in the U. K. has come up in the wake of post-Fulton developments, even though a Training and Education Division was set-up in the Treasury in 1946 following the acceptance of the recommendations of the Ashheton Committee on Training (1944). In the U. S., the Civil Service Commission created a Bureau of Training as an apex Government agency for federal training only some ten years back even though the Government Employees' Training Act was passed in 1958 authorizing various Government departments to spend up to 1 per cent of their budget on Training. In France, the Ecole-National d' Administration was set up as late as in 1965 under the Prime Minister's Secretariat for conducting training of public servants recruited for higher services.

In India, the first steps in the direction were taken in January, 1962 when the report of the Committee on Administration on the progress of implementation of the decisions of the Cabinet on Administrative Improvements recommended 'the creation of an effective cell in the Ministry of Home Affairs for general coordination and for stimulating in-service and refresher training of public servants'. The Training Division as an entity came into formal existence in early 1968 with the appointment of a full-time Director of Training. It may be noted that even prior to 1968, the Five Year Plan documents had made a number of valuable observations stressing the need for training in the Government. The first Five Year Plan clearly noted that 'training of personnel has considerable bearing on administrative efficiency. Each type

of work in the Government requires a programme of training suited to it. In general, in all branches of administration, it is necessary to provide for training of personnel at the commencement of service as well as at appropriate levels in later years'<sup>11</sup>. The Second Five Year Plan stipulated further 'the extension of training facilities in Business Management which had considerable bearing on the rate on which industrial sector could expand'.<sup>12</sup> Later, the Third Five Year Plan noted that 'while the expansion of training facilities for various fields of development has received considerable attention since beginning of the Second Plan, there were certain fields for which for many years to come personnel at the highest level will be inadequate or experience of a specific character will not be suitably available'.<sup>13</sup> The Fourth Five Year Plan (March 1969) stressed '... Training Programmes will have to be suitably strengthened, developed and organized. The object of such training would be to impart necessary skills, develop right attitudes, increase decision-making ability, and stimulate critical and innovative thinking' <sup>14</sup><sup>15</sup>.

#### CENTRAL TRAINING DIVISION

The Administrative Reforms Commission set up in 1966 also made a number of comprehensive observations on problems of training of civil servants. The Commission's report on 'Personnel Administration' even asked the Government 'to formulate a clear-cut and far-sighted national policy on civil service training setting up of objectives and priorities of guidelines for preparation of training plans'.<sup>16</sup> The Report stressed the need for strengthening the Central Training Division in all aspects and stipulated a leadership role for the Division. The Division since 1969 has done some modest work in trying to identify few of the tasks and priorities in training in Government. It has stressed *inter alia* on two major aspects—(a) development of indigenous training literature, and (b) development of suitable training programmes. To cite a few details; till March, 1973, it has issued 59 publications which include a number of Training Monographs, Training Abstracts, Training Volumes, Occasional Papers and Conference Proceedings. The

number of participants who have attended the Executive Development Programmes sponsored by the Division stands at 1950. The venue of the Executive Development Programmes sponsored by the Division has been extended beyond New Delhi to Bombay and Chandigarh through respective University collaboration arrangements.<sup>17</sup> The Annual Training Conferences planned around specific themes have attempted not only to bring together training institutions and coordinators from all over the country but have provided a forum for serious discussion. The Conferences to-date have so far covered four important themes: 'The Training Institution and the Trainer', 'Training in the Government—Challenges of Seventies', 'Training in the Changing Environment', and 'Training—A Strategy for Growth'.<sup>18</sup> The Division has also helped to bring together the State Training Institutions to an Annual Conference particularly to discuss problems and issues of training at the State level. The First State Training Conference was held in Jaipur (July 1971) and the Second Conference at Mysore (February, 1973). Similarly, attempts have been made to provide specialized assistance to Central Institutions, State Institutions and State Governments in matters of training wherever possible. However, the above areas of work are by any count a very small effort as compared to the size of the problem which has several well-known dimensions. Shri Ram Niwas Mirdha, Minister in the Department of Personnel and Administrative Reforms specifically noted this aspect in his Inaugural Address to the Fourth Annual Training Conference on Training (April, 1972) when he remarked 'that this task of training has, therefore, become difficult and it is a task which cannot be usually performed by a single Government department looking upon it as a normal departmental activity but a task that requires an exchange of thought and ideas and pooling of resources among all those engaged in the common task of training and development'.<sup>19</sup>

A brief resume of the tasks and output of the Training Division mentioned here not only points to the tasks which remain to be done but also underlines the challenge of training in Government and the desirable need to take a fresh look at

this activity. How far is the training developed to-date, oriented to management development in the Government? Can training in Government as of today generate result-oriented performance and approach, rather than an approach based solely on procedures and sanctions? The challenge of training has additionally three distinct dimensions: the problem of numbers to be trained, the functional variation in the background of the people to be trained and the geographical dispersal of these large numbers. These three factors become further acute because of limited, formal and institutional resources available today. The latest census of Government employees as on 31st March, 1971 indicates over 54,000 officials in the gazetted ranks alone<sup>20</sup>. The number of organized Central and State Institutions is less than twenty-five. Again, while training of these large number of people keeps lagging behind, new and more complex changes are taking place in the environment every day posing new emphasis and new strains. The size, complexity and urgency of tasks before an administrator cannot be debated or questioned any longer. The only redeeming feature in these developments, however, has been a continuing reassurance and faith in training in the Government as indicated from time to time in the observations and comments of the highest political leaders and policy makers.\*

#### ROLE OF THE TRAINING DIVISION

The role of the Training Division may also need a fresh look at this stage. The Administrative Reforms Commission's report on 'Personnel Administration' envisaged *inter alia* a leadership role with the following main functions:

- promote, coordinate and facilitate training;
- formulate policies, regulations and procedures on training and oversee their implementation;
- advise Ministries and Departments on: determination of training needs instructional techniques, evaluation of

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\*See for example, Prime Minister's Address at the Annual Meeting of the Indian Institute of Public Administration, New Delhi, October 22, 1971.

training programmes<sup>21</sup> (Recommendation 26)

The annual Training Conferences in the past have also commented on the need for a leadership role of the Training Division. The First Training Conference (February 1969) recommended the following role for the Division :

'The Training Division in the Ministry of Home Affairs should act as the focal agency for continuous liaison and exchange of information between the training institutions on the one hand and the Training Coordinators of the Central Ministries and State Governments on the other.

'Suitable arrangements should be made to keep abreast of the corpus of knowledge developing on training outside India. The Training Division in the Ministry of Home Affairs should liaise with the training organizations and institutions abroad and feed information to the training institutions in India as also to the Training Coordinators of the Central Ministries/Departments and the State Governments.'<sup>22</sup>

The later Conferences have sought to further enlarge scope and the role of the Training Division and even included in its charter, areas like Designing of Training Programmes, Training of Trainers, Training Material and Literature, Incentives for Training, Perspective Training for Training, Training Research and Training and Career Management.<sup>23,24,25</sup> These are undoubtedly vast areas of performance and raise a few basic questions: Can the Division sustain and develop further a leadership role in training and development in Government? Can it, in a sense generate a catalytic role for creativity in training? Will it also involve dissemination of training knowledge to all concerned in the Government? If it be so, there will be need for constant coordination between theory and practice at all levels of what is sought to be covered and conveyed through training. It has long been realized that training in Government can only develop in a *rounded form* provided it can ensure benefit of interaction from the academics. It could therefore, well be an important responsibility of the Division to bring the Universities and the academics closer

to training in Government and forge mutually advantageous collaboration arrangements. It may be recalled that during 1971-73, the Training Division has developed such links with the University of Panjab and Jamnalal Bajaj Institute of Management Studies, Bombay University leading to several very useful Executive Development Programmes.

Collaboration arrangements whether at the Institutional level or at the University level, or for that matter, any other developmental work in an innovative area like training, can only become meaningful if it can be translated into meaningful and feasible training plans? What will be the outline and content of these plans? What will be the time frame of the plans? Who will draw these plans? These questions lead to the larger area of *programming* of training plans for Government personnel at all levels, and at more than one location. Lest it is misunderstood, it should be noted that programming of training plans here would mean development of feasible plans with fairly identified time schedules, supported by adequate preparation and resources needed to implement distinct individual units or plans. In a way, this exercise can be conceived as a simple decision matrix portraying a relationship between *training inputs* and the *training users*. A conceptual matrix would involve a linkage of four factors in each case. Such matrix may help underline the critical role of training for development which is even now sometimes questioned pointing to the need for continuing efforts to establish the credibility and legitimacy of training. It would thus be only appropriate if training in Government could develop its own boundaries not to restrain its development but to allow it to operate freely on the borders of other disciplines.

## SOME CONCLUSIONS

It would thus appear that to take note of the implications for growth, training in Government will require a new and vastly enlarged role. It will also require plans and resources for expeditious accomplishment of the implied tasks. The tasks may be difficult but are certainly not impossible. In fact, it

becomes very much a plausible exercise if one were to visualise training as a continuing process, as a continuing activity in Government and as a planned *intervention* for change. If the imperatives of growth have to be achieved and if training has any credentials to take care of the gaps in administration, our efforts will have to go way beyond statements of belief to the hard functional plane of commitment of resources—money and manpower—which would also mean expanding and strengthening of the existing institutional base of training at all levels. The availability of resources will also determine the development of training objectives and the choice of desirable training techniques or even a judicious mix of techniques. Both these are critical determinants for ensuring the success of training for 'growth'. Today, there is a recourse gap<sup>26</sup> in training—whether it is availability of trainers of training programmes or even institutions.

In the preceding comments on Training in the context of growth, we have visualized training as concerned with the development and improvement of the organization by enabling individuals to perform better. The benefits of training in this approach are self-evident but the problem remains to make it practical and acceptable so as to serve the needs of growth. Some specific suggestions at this stage appear necessary. Will it not be useful to initiate, assist and organize short refresher courses covering areas like project appraisal, project formulation, and improved procedures for implementation. The general idea in this suggestion is to give to the participants—usually senior administrators, a sufficient insight into the technical problems which will be submitted to them and on which they will have to give a final judgement. For middle level personnel specialized training programmes can be organized on a variety of subjects including project appraisal, project formulation, financing of industrial development, regional industrial planning, manpower planning and requirements, etc. These areas appear important even though they have been an integral part of the planning process for the last several years.

In effect, the specific suggestions here would imply the



following steps:

- (a) Need to sponsor at appropriate levels short seminars or meetings for top level administrators in development strategy and administration with due emphasis on problems of development.
- (b) Need to promote and undertake training programmes for the middle level on a national and regional basis
- (c) Need to initiate and organize training programmes for administrators with specific or specialized areas of industrialization/development/planning and growth.<sup>27</sup>

Those responsible for such training programmes should constantly be pre-occupied with the need to evaluate the programmes with the requirements of the existing situation. It is realized that evaluation is difficult, yet efforts should be made to establish some procedures which would help in getting a clearer idea of the success of the programmes offered and at the same time help in the development of new programmes. Perhaps to further assist this exercise, studies centered on practical evaluation of implementation processes of development projects should be undertaken by national and regional training institutes as one of the methods to meet these needs.<sup>28</sup> Our faith in training as a strategy for growth will only be justified if some of the above aspects are remedied through concrete steps suggested above. This realization may well involve forging of new hitherto un-explored, bold and even experimental collaboration links with institutions and individuals in the Government, in the Universities and at all levels wherever possible. As a caveat it should be very clear that to be most advantageous, the collaboration links will have to be two-way arrangements based on mutual response and concern. In fact, as was suggested by Prof. M. V. Mathur at the concluding address of the Fourth Annual Training Conference (1972) 'it may even be necessary that the right type of persons for training in Government should be identified and even *conscripted* for training work because they could function as seed-beds for development of training'<sup>29</sup>. These are only a few issues which arise and will need careful

examination. May be or may be not, the Central Training Division at the apex level has provided some leads to these questions. May be the existing Central and State institutions have through their performance testified to their intrinsic capabilities and strength for these tasks. But are these developments to-date, whether at the national or at the state level, strong enough, qualitatively and quantitatively, to take care of the new implications of growth which demand not only improved mode of functioning but leadership and professionalism in administration as articulated in Approach Paper to Fifth Plan and the Fifth Five Year Plan document?

To sum up : against the background of implications of growth, are we clear about the set of training objectives—either at the programme level or the institutional level or the national level? Are we capable of developing realistic and feasible training plans in terms of these objectives? Can we have the assured availability of resources to carry out the training plans? And finally, do we have the cooperation of all concerned at all levels in the task of determining objectives, enunciating training plans and finding resources? An all pervasive, lasting role of Training in Government will only be established if these issues are pursued with faith to a logical end, thus enabling training in Government to realistically achieve the major imperatives of growth today.

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## Two

# On-the-Job Training

ON-the-job training as a tool for training and development of public personnel has long been well recognised. With our growing understanding of training as an instrument for improving job performance and effectiveness, on-the-job training is being increasingly considered valuable as part of personnel development. Yet to many students of training, it appears that the concept and some of the inherent problems of on-the-job training in Government are not often well appreciated. In fact, sometimes it is believed that on-the-job training can provide all the answers for development of public personnel and further more, as an external instrument, could be applied in isolation as the only training strategy. These impressions regarding on-the-job training create unnecessary difficulties in a correct understanding of the role, purpose, strength and weakness of on-the job training.

It does not need to be reiterated that on-the-job training is an almost continuing, inherent process during the entire service

span of public personnel. It permeates continuously in an intangible form in any job or working situation. In fact, it is continuously in evidence in any learning or training situation. In a number of cases, however, the job and its performance may not clearly provide an opportunity for training or learning. Yet in other cases, both learning and training could take place involving in varying details a mix of knowledge, skills or attitudes. In fact, in certain situations, job performance in a particular environment may be so rewarding that it may initiate on-the-job training which may go well beyond individual development and further promote organizational development also. However, any straight portrayal of situations may not be always possible for isolating the contribution of on-the-job training for individual or organization development.

#### INDIVIDUAL AND THE JOB

Without any contradiction, it can be stated that the kingpin for on-the-job training is the *individual* and his *job*. With public personnel, there is a series of jobs of varying complexity succeeding each other. In this background, if on-the-job training is perceived as continuing throughout the service span of an individual, will it amount to a simple *difference* between the requirements of the job and the capability of the individual or will it be something different? As an over-simplification, believers in on-the-job training may even equate it as training needed by an employee which conclusion obviously arises out of a pre-established gap between job and the individual. Again, a question may be raised, if on-the-job training is inherent in all job situations, what, if any, are the other supporting premises. The answer to the question can be attempted as follows: Public personnel as intelligent rational home-sapiens work and perform their jobs with an uncertain mix of knowledge, skills and attitudes. They need to act and interact as individuals and groups. In this dynamic setting, a number of imbalances in the *available* and *needed* inputs for a job become apparent and these imbalances pose the need for formal training. At least a part of this training requirement can be reduced through on-the-job

training so that on-the-job training in effect could qualify as an external *intervention* aimed at improving job performance. It can even be argued that on-the-job training is capable of being formally organized, an argument based on a claim that it is possible to plan for on-the job training in any department or organization.

The above remarks indicate the need for a careful conceptual understanding of on-the-job training for public personnel. Basically, there are two essential parameters of on-the-job training, *e.g.*, the job and the individual. Both these parameters can have an inter-play in a mix of several alternative situations. Firstly, the requirements of a job may in a particular situation be clearly more or exceed an individual's background indicating a situation where on-the-job training becomes an obvious necessity. Secondly, in a situation of near equilibrium, the job requirements may match an individual's background. In this somewhat ideal situation, on-the-job training can only be visualised as a step for further improvement of performance because there is always, any way, room for improvement and efficiency. In the third situation, an individual's background may be clearly far better than the expected or desirable job requirements. Here, on-the-job training may become somewhat secondary and a proper approach may be to think in terms of job rotation or job enlargement. It is worth mentioning here that this situation could well be a consequence of over-training also.

## BOUNDARY CONSTRAINTS

For a deeper appraisal of on-the-job training it is necessary to appraise the environment of the individual beyond the domain of his job. This appraisal can indicate clearly the boundaries of on-the-job training *vis-a-vis* the individual—the ultimate recipient of on-the-job training. Three distinct levels will emerge involving the inter-active role of the individuals. These can for the sake of simplicity be identified as, (a) Interaction with 'boss' (superior or supervisor) indicating an individual to individual level of training, (b) Individual—Group level; in this

the individual interacts with groups which may include his superiors, his peers and his subordinates. The group level facing the individual can thus include three species establishing the boundary of inter-action, (c) Group level—here the individual's boundary is conceived as the organization at large including various component functions which demarcate the boundary as far as this level is concerned.

The three levels demarcated above are critical determinants for any understanding of the environment of on-the-job training and the individual. As an alternative elaboration, the levels noted above can be even conceived as stimulus points or centres. It is difficult to precisely underline the relative priority or importance of the three different levels which may well depend on the basic make-up and the opening stock of knowledge, skills and attitudes with which an individual comes out to face the three levels. An individual facing the three levels may not be a static situation, but may well be a dynamic situation so that at a point of time during entire job span, a particular level may become sensitive, critical or overriding. In fact, for purposes of on-the-job training, even more than one level could become a critical factor at a point of time. Further more, the response emanating from the individual or secured by the individual from the three levels during interaction, may ultimately determine the impact and usefulness of on-the-job training. To illustrate, in a particular situation, the 'boss' (supervisor) and the organization may feel that the individual is well suited for his task. By this they may clearly de-emphasise the requirement for any fresh or additional training input for the individual. In another situation, the boss and because of him largely, the organization, may feel differently as to whether any external training intervention is at all necessary and called for. This posture may leave the quantum and details of training completely unanswered and in dark.

#### LEVEL CONSTRAINTS

Any understanding of on-the-job training will be incomplete without reference to some of the inherent constraints



implicit in the capabilities of the levels and the individuals. At the individual level, personnel may be clearly constrained by the capabilities of the boss/superior/supervisor—donor—who imparts training as far as the individual recipient is concerned. The concomitant factor is limitation of receptivity and assimilation by the individual recipient. For purposes of meaningful on-the-job training, the donor—recipient axis has to indicate a clear positive balance. These, however, will be dependent on the mix of knowledge, skills or attitudes that may flow out of on-the-job training. There are yet again some contradictions. The donor as an individual worker, supervisor or manager may be an excellent performer but may have little or no ability to train others below or near him through the powerful medium of on-the-job training. Conversely, the donor may be an outstanding individual with abilities of a trainer but may face individual recipients with limited background thereby making on-the-job training incoherent and ineffective. These are very common situations in departments and organizations which a perceptive analyst can always identify.

The final constraining factor is the larger human factor or the human relations factor which in a way holds the key to meaningful interaction at the three levels mentioned earlier. An individual's ability, or lack of it, to well adjust himself to positive situations arising out of the three levels may well outline the potential of on-the-job training. The individual—peer—supervisor relationship has been well analysed in public administration and according to more than one authority we as individuals tend to like subordinates but find it difficult to work with peers. Frequently, the dimensions of relationships with the boss can get entangled with a host of intangible attitudinal factors. While a detailed discussion of these matters is beyond the scope of this paper, it is worth noting clearly the determining influence of the constraining factor in the context of some clear boundaries of on-the-job training.

#### ON-THE-JOB LIMITATIONS

As medium of training, on-the-job training has been

subjected to a varying degree of criticism. At this stage, it is necessary to take note of the criticism and visualise the limitations of on-the-job training for public personnel. It is often commented by critics that exclusive reliance on on-the-job training may make it impossible to determine the wider training needs at the individual level. Thus, over concern and excessive faith in on-the-job training may lead to neglect of formal training which, in effect, may be necessary in many cases. It is also stated that eventually at the micro-level, on-the-job training will depend for its success on the interest of the supervisor, his knowledge, his skills and attitudes and his overall faith in training. In case, he lacks these attributes and thereby negativates the applications of on-the-job training, very little positive results may be achieved. On the other hand, too much of 'looking' up to the superior may create a situation that may well approximate to parallelling the boss with the department/organization directly or indirectly. In this case, the superior becomes well nigh synonymous with the organization. On-the-job training may in these instances produce *stereo types*—and even *elites*. Is it because basically, on-the-job training is imitative and has intrinsically limited potential for achievement as a training instrument? These and similar other comments on the limitations of on-the-job training provoke another question. Can we plan on-the-job training? This in a way would imply as if it would be possible to generate an ideal mix or a near perfect amalgam of the three boundary levels mentioned earlier, which may well nigh be an impossible task. These criticisms, notwithstanding, we can certainly manipulate on-the-job training to the extent possible or even supplement it by other training opportunities or devices. As an illustration, job placement and job rotation can provide a very powerful support to on-the-job training for public personnel.

### CONCLUSIONS

What then should be the approach to make on-the-job training a meaningful instrument of training and development for public personnel? What should be the approach of a

Training Director or a training coordinator in a department/organization to ensure that on-the-job training really becomes an inherent process of development? In terms of training responsibilities in any department/organization, a Training Director will have to be an astute observer, before he can proceed to identify and appraise the status of on-the-job training for public personnel. There are certain limitations in terms of the three boundary levels mentioned already. A Training Director may find it unrewarding to attempt to influence the top level, which may not be willing for a two-way dialogue. But may be, a Training Director occasionally has to intervene if he can conceive on-the-job training as part of the overall development process primarily originating at the level of individuals in an organization.

The task of the Training Director will again, however, get limited because of the absence of yardsticks or criteria concerning on-the-job training. Today, the annual performance record of individuals is the only periodic statement which can at best provide a partial answer. If an annual report rates an individual as a good worker or as an outstanding worker, how far is the report of performance a function of on-the-job training. Similarly, how far would a bad performance report be indicative of *lack of* or *ineffective* on-the-job training? Finally, how far can the Training Director initiate consequential measures that may appear called for after analysis of the annual performance reports? The entire pattern of inter-functional relationships and lines of authorities may well force the training Director in a corner, precluded from exercising any positive influence on performance results appraised in the context of on-the-job training.

The essence of the study of on-the-job training will perhaps lie entangled in the environment of the organization and the strength of the training process. If on-the-job training is an established part of a continuing training process, may be the final arbiter is the individual who alone can testify the extent of lasting influence and advantage of on-the-job training. But yet in the background of increasing size,

diversity and complexity of Government today, and the increasing stress on timely achievement of goals, on-the-job training needs to be studied, pursued and even monitored. It is indeed complex but it is so because adult learning itself is a complex phenomenon. A continuing analysis of its premises, concepts and problems is the only surest answer to an understanding of the potential and role of on-the-job training for public personnel.

## Three

# In-Service Training in Government

THE rationale for training public personnel as an area of Government responsibility is of fairly recent origin even in the more developed nations in the world. It was considered fairly incontrovertible that the Government's task ended with the recruitment of personnel and the requirement to ensure necessary skills for the job was primarily the task of the individual. In the last two decades, or so Governments in many countries have recognised that to neglect training of its employees would be to abet or compromise with falling standards of performance. In the wake of this development several countries set up government training agencies. For example, in the United States, the Bureau of Training came into existence as part of the U.S. Civil Service Commission only in the early sixties and its training operations stabilised formally somewhere in the last decade, even though the Government Employees' Training Act was passed in 1958. In the U. K. Government's interest in training

of public personnel, though of fairly long standing, formalised only in the wake of post-Fulton developments and only in the last five years or so necessary institutional framework has been provided. The Ashheton Committee on Training, it may be noted, had as early as 1944 recommended formal training for Government personnel.

In India, the interest of the Government in training has extended over the last two decades or so even though it fell short of providing the institutional requisites and wherewithal. A number of State Government's reports and other Committees from time to time stressed the need for planned, systematic programmes of training for various levels of Government personnel.<sup>1</sup> The Administrative Enquiry Committee of the erstwhile Bombay State outlined the need for training as early as 1948 as under :

.... In view of the growing complexity and extent of the functions of Government departments for social and economic purposes, the need for initial training and refresher course for all grades of Government services ought to be self-evident, and yet the normal departmental mind is so accustomed to the age-long tradition of haphazard acquisition of knowledge by contact with old hands and by making mistakes, that it shuns the idea of a training programme .... (para 356)

The Five Year Plan documents have successively laid stress on the need for greater training for Government personnel.<sup>2</sup> The Approach Paper to Fifth Plan (1974-79) has also, by implication stressed the need for development of public personnel. More recently, the Administrative Reforms Commission through its various reports and Study Teams has reiterated the need for training in Government at various levels and in a variety of areas.<sup>3</sup> The Commission's report on Personnel Administration even asked the Government to formulate a farsighted national policy on civil service training by setting objectives and priorities of guidelines for preparation of training plans.<sup>4</sup> A part of the Government's thinking in the area of training of public personnel was formalised in 1968 by the creation of a nucleus

Training Division in the Ministry of Home Affairs. The Report of the Administrative Reforms Commission which paralleled the creation of the Division stressed the need for its strengthening in all aspects and stipulated a leadership role\* for the Division.

The Division, concerned with formulation and coordination of training policies and programmes in the field of administration and management, sponsoring training programme for officers of various levels has also assisted State Governments and selected training institutions. The Division has stressed *inter-alia* on two major aspects: development of indigenous training literature and development of suitable training programmes. More recently a number of other activities have been added to this core effort.<sup>5</sup>

The basic need for providing training to public personnel primarily rest on two arguments: (a) to keep employees updated in terms of their knowledge, skills and even attitudes since in recent past, Government operations and consequently jobs, have become increasingly complex, diverse and even new. (b) The profile of jobs is significantly different today than before,

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\*The Report on Personnel Administration of the Administrative Reforms Commission recommended the following role for the Central Training Division.

The Central Training Division should be located in the new Department of Personnel. The Division should have the following main functions: Leadership :

- promote, coordinate and facilitate training
- formulate policies, regulations and procedures on training and oversee their implementation
- advise Ministries and Departments on:
  - determination of training needs, instructional techniques, evaluation of training programmes

Services :

- arrange for courses in subjects such as management that are a common need
- arrange for training overseas
- arrange for preparation of training materials and research on different training methods
- train training coordinators (Recommendation 272)

and to prevent employee *obsolescence*\* because without the support of planned training, employees, both at individual and group levels, may keep on applying the tools of yesterday for the problems of tomorrow. We may carry a body of active personnel but they may be obsolete in terms of their equipment to face the challenges of their jobs. These two considerations, it would be seen, are indeed crucial for developing countries like ours where government operations envelope practically every dimension of national planning and growth. It is, therefore, in utmost self-interest that public personnel are provided training to equip them deal with their tasks efficiently and thus meet the challenges of development. The role of training for public personnel thus becomes both crucial and urgent.

#### PATTERNS OF TRAINING

Let us take a look at the patterns of training presently available to public personnel. First of all is a span of *pre-entry* training provided at the time of entering service. At the moment for want of institutional support and available resources, pre-entry training is somewhat restricted to organized all-India and Central Services. More recently, a number of technical services have also been provided an opportunity for foundational training at the pre-entry stage. In the lower levels, there is a technical provision for pre-entry training but in view of the sharp imbalance between annual in-take and the available number of seats, the backlog of untrained officers has continued to increase. In several State Services, the picture is equally unhappy.

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\*According to one authority, obsolescence can be defined as 'the failure of a once capable manager to achieve results that are currently expected of him'. While obsolescence of machines and methods can be ascribed to changes in technology, the obsolescence of individuals seldom results by technology alone. First, there are many other factors to consider *e. g.*, the man, the supervisor, the executive group, the style of management and so on. For example, even a man's emotional and physical well-being may be influenced by the way his supervisor treats him etc. Obsolescence may even occur in individuals as organizations change to meet the new conditions, become more complex, expand and become more powerful. It is not a question of chronological age because it can happen any time. Obsolescence can become particularly uncomfortable for those who have stopped learning and count on their former education to carry them through, even though their jobs have outgrown them.



Not only is there a backlog, but more importantly in the absence of any institutional set-up it is inconceivable that pre-entry training will have any meaning for present and potential service recruits. By way of elaboration, it may be mentioned that the institutional framework is largely restricted to Central Training Institutions which would number around twenty or so.<sup>6</sup>

Next to pre-entry training is the well-known notion of on-the-job training. On-the-job training can be explained as a concept of informal continuing training largely based on the premise that a man's best learning takes place on the job. The proponents of on-the-job training usually stress that constructive performance of a job is the closest approximation to an environment of training. While the merits of the premises remain, it is important to take a note of the broad weaknesses inherent in the adoption of on-the-job training as the only instrument for impartment of knowledge, skills or attitudes. Primarily, on-the-job training is restrictive as it is closely dependent on the calibre and level of performance of the immediate superior. It has frequently no relationship with the larger environment of operation of an individual because the immediate superior may act as an intervening opaque layer preventing learning opportunities. On-the-job training may also produce stereo-types as it tends to be imitative. Additionally, in an anxiety to 'arrive', individuals at the receiving end may even develop a scorn for diligent effort to acquire knowledge or skills or attitudes and instead rely on improper short-cuts. Finally, on-the-job training may even get scored out after the impressionable years of early career, as it primarily relies on the instinct of an individual to take advantage of informal training which may not appear as tangible and concrete.

### IN-SERVICE TRAINING

Viewed in the above background, it appears important that pre-entry and on-the-job training need to be supplemented by a more viable and concrete infusion of training. The need for in-service training to take over the training tasks initiated by

pre-entry training and to fill in the gaps inherent in the informal process on-the-job training thus become important. Here, in-service training is being visualised as opportunity for formal training provided at appropriate time intervals in appropriate areas, either concept-based or technique-based. However, assuming that in-service training is comprised of organized/systematic programmes of experience or teaching, designed to instil or develop competence, can we look into in-service as an opportunity for self-development and experience in up-grading one's level of performance by a pre-determined target? Again, is it possible to relate the advantages of in-service training at the individual's level to the process of learning at the micro-level and to the improvement in personnel management generally at the macro-level? These are apparently difficult and to some extent over-lapping questions. A better appreciation of in-service training may be possible after identifying some of the inherent issues.

Accepting the need for in-service training in Government, the size of the problem has to be first of all appraised. To hopefully reach wider segments of public administration is a massive and gigantic task, not only in volume and quantity, but also in qualitative terms. For example, as on 31st March, 1971, Central Government personnel numbered 26.98 lakhs including 54,000 in the gazetted ranks alone. Class I officers numbered 25,000 and the Class IV component totalled 12.58 lakhs.<sup>7</sup>

The large numbers needing opportunities for formal in-service training highlight some other aspects of the problem which have to be well noted. Firstly, in-service training can only be initiated effectively provided it is based on an exercise of identification of training needs. In the Government, variations in the professional background and training requirements of individuals adds further urgency to the identification exercise. A few reasonably simple techniques are available and without any sophisticated input it is possible to start the identification exercise in most departments. Several Government training institutions have also assisted in this task with success. The

## TRAINING AND DEVELOPMENT IN GOVERNMENT

next step is the selection of appropriate training programmes to match the pre-identified needs. The matching process is important because this alone can eliminate *ad hoc* assignments and deputations for training which may not fit in with the requirement of individuals. The programme selection has to be followed by a formal step of establishing training priorities since by definition all claimants in any department cannot be provided training at the same time. In fact, a few training priorities may even be reflected in the first step of identification of training needs. However, in many cases priorities will have to be indicated by higher policy levels in the interest of the training requirements of the department and the urgency to achieve organizational goals. It may be mentioned that in case these three steps are taken, several of the problems of in-service training will be to a great extent resolved. For example, questions relating to selection of personnel and post-training utilization may not remain very valid, in case in-service training has been planned as a follow-up of the three steps. Further since correct personnel will be chosen for programmes, post-training utilization will be most meaningful for the organization.

### SOME APPROACHES

In view of the size of the problem it is necessary to decide modalities of a proper approach. Do we need a selective approach or a massive approach? The selective approach has certain distinct advantages. Firstly, it is most feasible because of limitations of investment and available resources needed for training. A view point is taken that a selective approach can extensively cover a range of key personnel who may be crucial for effective operation of the administrative machinery. These key personnel could hopefully provide the 'critical mass' and generate a multiplier effect, unleashing a trend for improved levels of performance. In the recent past, however, the urgency of bringing administrative innovation and efficiency has been reiterated. The Approach Paper to the Fifth Five Year Plan has made some valuable comments on the subject of administrative structure : "... An antiquated structure and the leisurely

procedures are incompatible with the fulfilment of the Plan tasks. Attention needs to be given towards evolving an administrative set-up and modes of functioning which can meet the challenge of the Plan. Professionalism in administration must be promoted. The administrator must have the capability and the initiative to provide active leadership rather than merely re-act to the views and actions of others. He must be accountable for results. There is need for visible improvement in the management and operation of the public sector . . . .”<sup>8</sup> The Union Planning Minister while inaugurating the Fifth Annual Conference on Training on the theme “Training—A Strategy for Growth” also reiterated the role of training in the context of the Fifth Plan. He stated:

“The Fifth Plan, therefore, recognizes the vital role of the administrative set-up in fulfilling the objectives of the Plan. It calls for basic changes in the administrative structure. Training can be a powerful instrument for effecting such changes. (Fifth Annual Training Conference Proceedings, Vol. I, Training Division, Government of India, New Delhi, 1973)

Viewed in this context there may be need to re-examine the posture of selective approach for planning in-service training. As an alternative, a mixed selective-cum-massive approach may be examined. This two-fold mixed approach could be selective as well as massive in demarcated areas needing training. It could be selective in respect of content and coverage, *i.e.*, topics and departments which are in a key position to make an impact on administration. It could be massive in respect of the comprehensiveness of coverage of personnel to be trained with respect to departments, levels of administration or personnel. There may even be an element of selectivity in this massive approach. For higher levels starting from supervisory or a little above, there is need to be selective in identifying levels or individuals who are either in the range of policy makers or are deeply concerned with Plan implementation. Yet it is equally true that unless we take note of people at lower levels and think of some kind of orientation suitable for their tasks and levels of

performance, administration by and large may remain unaltered at least in its totality.

## NEED FOR FRAME OF ACTION

Irrespective of the approach taken for an in-service training exercise, it is clear that there is need for a frame of action to indicate as clearly as possible the *kind of structural and procedural changes* that appear necessary to be brought about urgently in administration. This would surely imply high level directions and decisions instead of generalities. This frame of action could indicate the directions necessary to achieve the desirable structural and procedural changes. This aspect needs to be stressed here because in the absence of a frame of action training as an instrument of change may only remain amorphous, without any thrust of achievement. On the contrary, in case the necessary changes are indicated with some precision as part of a frame of action, in-service training can be a meaningful sequel and an effective intervention in the administrative set-up. In fact this approach to in-service training will be far more realistic because it will necessarily establish the need to provide resources for the training tasks.

It may be useful to mention a few of the implicit conflicts and contradictions inherent in the task of developing in-service training. Primarily, the conflict will arise at the level of the individual and the organization which the individual serves. Do we provide in-service training to promote organizational effectiveness or individual excellence? Do we provide in-service training to improve the performance of organizational tasks or to fill in the gaps in individual's scale of knowledge, skills and attitudes? Finally, do we provide in-service training for specific purpose or self-development at the individual level which may vaguely be summarised as generating knowledge for knowledge sake. These set of questions have to be answered for two distinct reasons. Any exercise designed for in-service training must rest on two major planks: (a) identification of training needs, and, (b) establishing priorities in training. Both these aspects, identification of needs and

priority in training can only be optimally reconciled if the questions posed earlier are answered satisfactorily keeping in view the best interests of the organization and the individuals who constitute it.

## CONCLUSIONS

Against the background of today's environment which is urging a close, new look at the administrative set-up and its potential, in-service training deserves a new and widely enlarged role. In-service training for large numbers in the Government may be difficult but is certainly not impossible. In fact, it can be a plausible exercise if one were to visualise in-service training as a continuing process, as a continuing activity in the Government as part of a planned intervention for change. The existing institutional basis of training at all levels will need to be strengthened because today training is the last item to be included in resource allocations and the first to be excluded. It will, therefore, require well-developed plans and firmly allocated resources. The benefits of in-service training today are self-evident, but the problem remains to make it a practical proposition capable of bringing about administrative changes and innovations. It has to be considered as a vital ingredient of personnel management so that it can be linked with operational plans concerned with development of public personnel. Unless these basic targets are aimed at, in-service training may not be able to provide the much needed input necessary for administrative efficiency, change and innovation.

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## O. D. Training in Government

**T**ODAY Organization Development, or O. D. for short, is being discussed as a new tool for looking at the whole human aspect of organizational life. Using the knowledge and techniques from the behavioural sciences, O. D. attempts to integrate individual needs for growth and development with organizational goals and objectives in order to make more effective organizations. The theory and method of O. D. is based on a number of behavioural science findings and hypotheses which largely stress the role of the individual and the group in an organization since positive change emanates from groups which feel a common identification and an ability to influence their environment.

A number of objectives of O. D. as a technique of planned intervention can be listed. Of course, the range of objectives may vary in emphasis from case to case even though a set of core objectives will remain pre-eminent. One such objective



of O. D. which is particularly relevant in the context of Government operations is as under :

- To increase the sense of 'ownership' of organization objectives throughout the work force.
- To help managers to manage according to relevant objectives rather than according to 'past practices' or according to objectives which do not make sense for one's area of responsibility.<sup>1</sup>

## SYSTEM INGREDIENTS

Let us examine this objective in some detail. As a background, one can list three essential related ingredients pertinent to situations in the Government : (a) question of organizational design, (b) question of inter-personnel relationships, and (c) question of policy framework. These three ingredients are of great relevance in most Government organizations irrespective of the size as long as the (organizational) boundaries can be demarcated with some clarity.

One way to look at these ingredients in a Government set-up could be to conceive departments and functional agencies in Government as systems or sub-systems. For example, a functional agency can be visualized as a sub-system and part of a larger system. If Government, *per se* as a aggregate of various functions, is a larger system, functions like personnel and finance will be sub-systems. Further, if personnel itself is conceived as system, its component functions like recruitment, training and placement will be sub-systems. In systems thinking it is well accepted that each sub-system is vital for the achievement of goals by the larger system and therefore, each sub-system is crucial in its own way. In fact, the various sub-systems in a system can be conceived as intimately linked to each other and inter-dependent. Accordingly, if one sub-system is faulty, the larger system is bound to suffer in its performance. Keeping Government organizations in view, a question can be asked : If each sub-system is so crucial and if all sub-systems are inter-dependent, what will happen to an organization (conceived as a system) if a sub-system is efficient

and well organized, but the other sub-systems are poor and faulty in performance and efficiency? To what extent lack of harmony in the levels of performance by the sub systems will lead to imbalances in the overall system and prevent achievement of larger organizational goals? A straight answer to these questions is very difficult. But a good approach may lie in seeking the aid of O. D. as a tool for planned change.

Let us go back to the three ingredients listed earlier *i.e.*, Organization Design, Interpersonnel Relationships and Policy Framework. As far as organization design is concerned, Government organizations display traits of inflexibility and rigidity in structures which are hierarchical and slow in communication. Frequently, multiplicity of levels adds to diffused decision-making and decentralization of responsibility. Interpersonnel relationships are often insulated. The impersonal environment is accentuated by the hierarchy and the rigidity of levels. In short, these act as barriers to development of meaningful inter-personnel relationships. The third ingredient regarding policy framework is often hazy and in any case, not very clear to the individuals who constitute the organization. The pace of day-to-day routine distracts attention from the existence and content of a policy framework. The larger objectives are pushed aside in favour of the heavy strain of maintenance functions which sustain the organization. In result the parameters are not inquisitively analysed and identified. The overall picture regarding the three ingredients as a background to organization development in the Government, is thus not very encouraging. Since the totality of the system is forgotten, the concern for larger goals and objectives is subjugated to routine maintenance chores. In this environment, innovation is obviously the first casualty because the organization largely is unable to create an open problem-solving climate along with trust among individual and groups.

#### SOME QUESTIONS

It will be useful here to examine the ingredients mentioned above in the context of two specific questions which are

particularly relevant in day-to-day working in Government. Firstly, it is often asked why usually vertical coordination is good as compared to horizontal coordination which is slow and in-effective. An answer to the question could be that as a routine, Government departments are basically attuned and structured to superior and subordinate boundaries. Perhaps, the factor of subordination leading to fear and desire to conform to rules, provides better vertical coordination all along the line and makes everyone feel safe. In case of horizontal coordination, one has to deal with peers, where the factor of subordination is largely non-existent and so is fear. This is somewhat a fairly universal situation as even Parkinson has noted that 'We all like subordinates but do not like to work with colleagues'. One possible answer could be that lack of clarity and concern for common goals adds to lack of horizontal coordination.

The second question often asked is regarding the role of individuals occupying the top positions in an organization. Often it is seen that organizations keep doing well as long as *a* individual is at the top. The moment the individual moves, the organization performance suffers and decline sets in in more ways than one way, even though the people in the organization are the same and many other variables remain unchanged. Why then should departments and organizations be so totally dependent on an individual and his leadership. Should not the departments as an organization be able to go on by itself to a large extent, irrespective of who is heading it.<sup>2</sup> It looks as if a man at the top essentially holds the key to the performance level of the organization.

The answer to this question in a way poses the relevance for O.D. in Government. Normally organizations should be capable of providing intrinsic strength needed for achievement of organizational goals. But it is often not so and an individual at the top with his own unique leadership provides the vital input to move the organization. The individual leader in such a situation is obviously fully concerned with the three ingredients mentioned earlier and in his own way attempts to

minimise the constraints imposed by these factors. While the role and the need for leadership at the top cannot be minimised, the inherent urgency within, and by the organization, to constructively energise the three ingredients for achievement of its goals needs to be fully realised. It may even be stated, therefore, that organizations *per se*, should not entirely depend on a individual for achievement of goals and targets but rather rely on people and groups to move forward and achieve their larger goals and objectives.

An approach based on O.D. can be applicable to most Government organizations and could be equally appropriate to a team of a department, to current problems and to long range planning and even to reorganization. A number of steps will be necessary to plan the approach. These will include : (a) identification of the problem, (b) establishing priorities in the problem, (c) development and sharing of information regarding the problems, (d) the joint planning with emphasis on alternatives and choices, (e) implementation and testing of selected alternatives, and (f) periodic revision and forward action. In all these steps the basic principle is the need to maximise the initiative of the organizations' resources. Most of these steps should be reasonably easy to initiate in organizations in the Government.<sup>3</sup> The important factor which may well be the critical determinant will be the creation of a suitable climate for organization development in Government. The success or failure of the task will be largely dependent on the resolution of the problems posed by the three ingredients and the questions mentioned earlier.

#### ROLE OF TRAINING

The need for training in Government to achieve the benefits of organization development is thus self-evident. Even though O.D. activities appear to have originated only about 1957 as an attempt to apply some of the values and insights of laboratory training to total organization, a fair amount of work is available to guide designing of programmes in this field. Although specific inter-personnel and task objectives of O.D.

may vary, according to diagnosis of problems, a number of objectives can be enunciated to help develop suitable broad-based programmes. Again, these programmes have a number of assumptions which underlie O.D. efforts. Basically, these assumptions are about people, about people in groups and about people in organization systems. Current literature on the subject also indicates a number of characteristics which need to be kept in view for evolving training. As mentioned earlier, laboratory training or sensitivity training programmes are typical organization development efforts but the content and format of such training will be dependent upon the needs of the organization. It has, however, been possible to develop a list of certain common objectives of most laboratory training programmes. These include three major categories: Self Objectives, Role Objectives and Organizational Objectives. Blake and Mouton, for example, advocate a systematically phased programme of organizational development which will move the style of management in an organization towards a 9,9 concern, and a problem-solving approach to conflict. In Phase 1, the Managerial Grid is studied as a framework for understanding organizational behaviour through off-site training. Phase 2 focuses on the on-site training in problem-solving methods of actual functioning teams as a whole. The same kind of application is made in Phase 3 but to inter-group work between units where cooperation and coordination are necessary. Phase 4 is concerned with setting group goals for the optimum performance of the total organization. In Phase 5 the resulting changes are implemented, and Phase 6 measures these changes in order to consolidate them and set new goals for the future.

As an illustration, the objectives and design of two possible training programmes in this context are outlined below.

#### *(a) Management of Organizations*

This programme can be designed with the objective of providing participants an opportunity to examine the organizational environment of government service and the challenging and complex problems facing public personnel today. Through an

analysis of the nature, evolution and status of bureaucratic structures and the emergence of modern organization theory, the participants can broaden their understanding of the environment in which they operate and manage. The participants can also be encouraged to explore and challenge the existing concepts and policies, and search for more meaningful solutions to the problems facing their individual functions and departments.

The content of this programme conceived in the light of the above objectives can include the following : management of organizations, management theory—past and emerging, analysis of key concepts in public administration, organization theory, discussion of motives and goals—motivation and productivity, leadership styles, management by objectives, human needs in the management setting, responsibilities and conflict resolution in organizations and decision theory. Additionally, the programme content may also include a discussion of management information systems, current trend in public personnel management and systems approach in Government. These contents may help achieve a clearer understanding of management of organizations in the Government setting.

*(b) Leadership and Organizational Innovation*

Another, a little advanced programme can be on the above theme. Both factors—leadership and organizational innovation—are of critical importance to public personnel. The programme can be conceived against the background of a definite objective e.g., to increase capabilities for stimulating achievement and innovation within organizations, with due emphasis placed on the development of attitudes, skills and awareness to solve administrative, managerial and organizational problems. The programme can also provide specific consideration to the impact of values, attitudes and motivations upon organizational change and development.

The content of the programme outlined above can include exploration of individual and small group behaviour through (i) identifying the values and attitudes stimulating innovative behaviour, (ii) developing incentives for goal achievement and

(iii) discovering and practising new behaviour patterns. As a further re-inforcement, the content may include studying the influence of individual and organizational behaviour on problems of development. In the context of our stress on development administration, this can be of particular importance. It can be attempted through (i) simulation of problem solving situations in administrative organizations, (ii) exercises for more effective decision making, (iii) application of mathematical models of administrative behaviour, and (iv) application of leadership skills to stimulate organizational innovation.

Both the illustrative programmes briefly outlined above can employ a variety of training methods to re-inforce the learning experience *vis-a-vis* operations in the Government. The following can be cited as an illustrative pattern of methods :

- (a) Lectures by Government personnel, University Professors and public leaders followed by discussion sessions.
- (b) Selected reading to be available before and during the course.
- (c) Projects conducted by small groups to be reported to the entire class at the end of the programme.

In addition, training techniques can be selected to provide experience based on learning in small groups, behavioural experiments and problem-solving exercises, role playing and simulation sessions. These can be supplemented wherever possible by audio-visual aids.

Training in the important area of O. D. can have meaningful impact on public personnel even though the coverage of personnel in numbers is likely to be low for want of suitable programmes. Few empirical findings are available to conclusively establish the range of impact of these programmes upon public personnel operating in Government organizations. But this perhaps is inevitable for more than one reason. Even in developed countries where reasonably wide range of training related to O. D. is available, the extent of reported findings presents a wide pattern. In our case, to a great extent the success of training programmes will depend on the availability of trained behavioural trainers and scientists who must integrate

the requirements of an organization with the objectives of a programme.

Successful O. D. effort, especially in Government will require a systems view, top level support and environment besides skilled behavioural trainers. There may also be need to relate the findings arising out of O. D. effort to appropriate changes in the personnel sub-systems. To be successful, O. D. effort added by suitable training programmes will have to be a total systems effort a process of planned change. To achieve success it must aim at developing internal resources of the organization in order to meet the changes in the future.<sup>5</sup> Here training has a vital role. To quote Mayo, "The administrator of the future must be able to understand the human social facts for what they are, unfettered by his own emotions or prejudice. He cannot achieve this ability except by careful training—a training that must include knowledge of relevant technical skills, of the systematic order of operations...."<sup>6</sup> Systematic and planned provision for training in this spirit may well establish the case for O. D. effort in the Government.



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## Some Issues in Post-Training Utilization

ANY discussion of the theme training and development in government invariably veers around the subject of post-training utilization. Frequently, it is pointed out that the benefits of training get denied to organizations because post-training utilization is not available or ensured. It is undoubtedly true that if post-training utilization is not ensured, the larger objectives of training as an instrument for change or for promoting organizational effectiveness or simply initiating efficiency will be lost. In fact, today when we are talking about the need for training at all levels in government, it is necessary to take a close look at some of the factors impeding post-training utilization.

### POST-TRAINING PLACEMENT

The most commonly discussed aspect of post-training utilization usually relates to post-training placement of

personnel reporting back after a spell of formal training. It is often noted in cases too numerous to be detailed that individuals after return from training are assigned tasks which are often not even indirectly connected with the area of training. At the time of approving the training assignment, elaborate mention is made regarding the manifold advantages which the training to be made available to the individual will provide to the organization. In fact, it is even established, as part of the existing procedures, that training of the individual is in vital interest to the organization concerned. Many of these stipulations are sometimes soon conveniently overlooked and the individual suddenly becomes a sought-after person for assignments with little or no relationship to the training undergone. Many such instances are generalised and an argument is developed that in view of the utter lack of any conviction regarding post-training utilization, planning for any training in-put *per se* itself can never be a profitable exercise. Unfortunately in the existing personnel apparatus in the Government there seem to be few formal checks to block individual placements which are attempted in isolation from the field of training assignments.

While the implications of the above criticism cannot be ignored, it is nonetheless worthnoting that the placement aspect of post-training utilization is only one aspect of the larger question of post-training utilization. Again, while stressing this argument, there is also a corresponding fallacy which needs to be mentioned. The post-training placement criticism as a major argument in a way implies that if trained individuals are well placed and or are not disturbed, they would have : (a) all the *opportunity* for application of their training, and (b) the necessary *ability* for applying their training to the larger advantage of the organization. As we shall see in the subsequent discussion, both these assumptions may or may not turn out to be true. In fact the assumptions in effect point to the other unnoticed dimensions of the problem of post-training utilization.

#### OPPORTUNITY FOR APPLICATION

The opportunity for applicability of the gains of training

in a practical job situation is an important aspect of post-training utilization. This would imply that after returning from a formal spell of training an individual will have available a reasonably favourable opportunity for application of the fruits of training. In practice, this opportunity may not be available even partially for a variety of reasons. *Firstly*, the 'boss' may not be receptive and may even dismiss initial post-training application attempts by an individual as mere jargon or gimmickery. Because of his own inability to change, he may become a major bar to the application of the benefits of training. In fact, the receptivity factor of the boss may even get converted into an impervious layer of hostility to the innovative concepts and techniques which a trainee may wish to apply in a post-training situation. This is a fairly common problem in organizations and can become really difficult. *Secondly*, the 'organization system' as prevailing may not be ready to receive the changes inherent in the application of new concepts and techniques by a trained individual. This again is a fairly common situation. As an illustration, an individual may be sent for training in electronic data processing or training in computers. On return, he may find that the organization systems are grossly deficient in terms of efficiency and performance even at the existing level of manual operations. To device an electronic data processing system will not only be difficult but even impossible unless a major reorganization is attempted. In fact, the area of organization system may even extend to intangible aspects in the day-to-day operating patterns and may not remain confined only to tangible areas. An individual with intensive training in development planning may on return find the set-up totally unresponsive in its present form, say, to the requirements of change as may appear highly desirable and even urgent. *Lastly*, but most importantly is the aspect of 'organizational environment'. In quite a few instances, the environment of the organization may not react to the inputs which a trained individual may seek to apply. In fact, as mentioned earlier, the organization in its totality may even view the interventions suggested by the individual for any change, as hostile

measures and may eliminate potential opportunities for application. In fact, the environmental block to opportunities for application may become so loquacious that in turn it may totally frustrate and even disenchant the individual.

The three aspects briefly mentioned above are important practical variants of situations where lack of adequate opportunities for applicability may render a trained individual largely ineffective or not so useful to an organization. In fact the situation may even lead to veiled conclusions that training as a planned, conscious input has little or no potentiality for application in our environment, more so because training in newer concepts and techniques is any way a product of western advanced countries and *per se* therefore, unsuitable for our practical problems.

#### ABILITY FOR APPLICATION

Another major dimension of post-training utilization is the ability to apply concepts or techniques after a spell of formal training. The *basis* for comments mentioned earlier regarding the problem of opportunity for application would in a way imply that a trained individual has fully assimilated all the benefits expected of the training spell and is thus well equipped to apply them in real life organizational situations. Frequently, it may not be so because an individual for a variety of reason may not be able to acquire and therefore lack significantly the needed abilities for applying the benefits of training. Again, this may be due to more than one reason. *Firstly*, there may be such a delayed time-lag for application opportunities that by the time the individual identifies the chance to implement the concepts and benefits of training, a fade-out fact may have already set in motion rendering the individual somewhat deficient in the manner of application. The fade-out may start after a few weeks, months or even a year, but once it creeps in, the likelihood for beneficiary ability for application may even become irretrievable. *Secondly*, the individual's intrinsic assimilation may be weak due to poor learning during training. In this situation obviously, the individual will be precluded from

applying the benefits of training primarily because of lack of ability necessary for the purpose. It may be argued that poor learning during training may again be the end-result of a number of possibilities. The training may itself lack a degree of effectiveness due to poor trainers, poor techniques or even a poor class-mix. In terms of content, structure and design, the training programme may not be able to sufficiently enthuse an individual to a proper level of learning and as such it may not be possible for an individual to finish the formal training with a sense of confidence borne out of the needed ability for application of training concepts and techniques.

It would be seen that the two major dimensions mentioned above are sometimes ignored during appraisal of post-training utilization at the level of an organization. Obviously, in such analysis, the basic relevance of training as an input for organization development through individual excellence may get hazy and even questionable.

#### SOME REMEDIAL APPROACHES

Is it possible to visualise some remedial approaches to retrieve the situation and thus ensure meaningful post-training utilization? Can we conceive of some mechanism at the level of a organization so that an individual returning after training is optimally utilised and enabled to transmit constructively the benefits of training? While the problem can get involved around the levels of individuals selected for training, a few simple steps can go a long way to ensure meaningful post-training utilization.

*First* and foremost is the whole question of selection of individuals. By definition if individuals are not carefully selected and the right man is not identified for training, the entire rationale for providing training opportunity in the interest of the organization will be lost. Frequently, it is noted that individuals are selected for training on criteria which are untenable as they do not reconcile the needs of the organization and the background of the individual. The exercise is *ad hoc* and gets merged with problems of seniority which has

only oblique validity to the objectives of training. In the absence of a suitable exercise aimed at identification<sup>1</sup> of training needs, the selection parameters become all the more confusing. The subtle difference whether training should be aimed at the needs of the individual or the needs of the organization is totally overlooked. In this background, it can be easily seen that the selection of suitable individuals becomes a pre-requisite and a *sine-quo-non* for ensuring meaningful post-training utilization.

The next important approach is the selection of right training programmes. If training is to be recognised as a viable organizational device, as a strategy for achieving organizational change, selection of programmes should be rigorously and conscientiously pursued. As of today training programmes are not selected but individuals are selected for available training programmes. This can make a significant difference because it would reflect the schism between training needs and the professed advantages of a formal training programme. If a number of training programmes are available and claim for nominations are pressed on one ground or the other, it is no wonder that individuals will get selected to the exclusion of the training objectives of a specific programme.

It may, however, be mentioned that both these approaches as part of a remedial outlook will require a professional handling significantly distinct from the usual patterns of administrative procedures. For important organizations there would therefore be a need to ensure some mechanism in the set-up so that selection of individuals and selection of training programmes is effectively coordinated with the larger requirements of training for organization development and effectiveness. Today there is a nodal point of a Training Coordinator in Central Ministries/Departments as well as State Governments\*. Some time back it

\*Due to the commendable initiative of the H. C. Mathur State Institute of Public Administration Jaipur, the Government of Rajasthan has training coordinators located in most of the State Government departments. In fact, the Institute recently organized a Seminar of State Training Coordinators with a view to carefully examine their role. As a result of this Seminar, the Government of Rajasthan has since issued a circular identifying in detail the expected functions and the duties of State Training Coordinators. See for details, *Prashasika*, April-June, 1973, Vol. II, No. 2, pp. 108.

was also suggested that the Career Management Cells should be enlarged to assume the tasks of training. These individuals and cells, wherever existing, will need to be energised and, wherever possible, even *trained\** so that they are able to properly process matters relating to selection of individuals and selection of training programmes.<sup>2,3</sup>

A *third* remedial approach will imply insistence on post-training reports from individuals with an analytical emphasis on the potential applications of training in the individual's organization. The post-training report should not be merely a trip report outlining the itinerary of the individual's visits but should be a critical appraisal of the applicative advantages of training as visualised by the individual *vis-a-vis* the background and requirements of the organization. It is suggested that the post-training report should be properly pursued by the concerned higher levels in the hierarchy, and the individual trainee should be provided with a feed back to spur him into action. In some organizations, notably in the private sector and sometimes in the armed forces, after any important training assignment, an individual has to present himself for an interview session with his superiors. During the interview, the individual is expected to provide an incisive outline of the training received and its potential advantages to the organization. Thus it would be seen that the post-training report and the formal interview can be an effective feedback to the organization, not only regarding the possible advantages of training as visualised by the individual, but also the possible gains from training to future participants from the organization.

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\*As part of its Executive Development Programmes, the Indian Institute of Public Administration has been conducting every year since 1970 a course on 'Training of Trainers'. To-date, five programmes have been conducted. The one-week programme is specially designed for Training Coordinators and Trainees from various State and Central Training Institutions in the Government. The Institute also conducted in 1971, a special course only for 'Training Coordinators'. The main objective of the course was to lay stress on the type of exercises to be attempted by a Coordinator in determining the training needs at the level of a Department/Ministry. To-date, nearly 100 participants from all over the country have taken advantage of these programme. See 16th, 17th, 18 and 19th Annual Reports, the Indian Institute of Public Administration, New Delhi.



## TRAINING AND DEVELOPMENT IN GOVERNMENT

The *fourth* and the final aspect of the remedial approach obviously relates to proper placement of individuals in order to ensure effective post-training utilization. The placement of the individual should be a reflection of the individual skills, techniques and attitudes expected to be acquired during the period of formal training. The placement aspect should ensure that, in case individuals have been properly selected and matched with properly selected training programmes, the available benefits to the organization would not be denied merely because of movement/transfer except of course, in unavoidable exigencies. It is worth mentioning here that in the Civil Service Department in the United Kingdom, the placement of individuals returning to organizations after formal training assignments is a very detailed exercise based solely on the interests of the organization. There is no reason why similar safeguards cannot be integrated with the existing procedures of selection of individuals for specific training programmes so that post-training utilization in effect becomes a meaningful reality.

### CONCLUSIONS

It would be seen that the area of post-training utilization is a fairly complex matter interlaced with numerous administrative overtones. Yet it is a critical area which can only be ignored today at our own peril. Any formal training opportunity or for that matter any training, today is an expensive preposition, both in terms of the involved costs and the time when an individual has to be away from duties. Also formal quality training opportunities are comparably very few as against a very large size of potential training population\*. This imbalance between available opportunities and the number of prospective trainees is in all probability likely to increase with the growing size and complexity of the Government apparatus. In absolute terms, the number of individuals requiring training at any level in the

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\*For example, as on 31st March, 1971, the Central Government personnel alone numbered 26.9 lakhs including 54,000 in the gazetted ranks. Out of this, Class I Officers totalled 25,000 and the Class IV component approximated 2.50 lakhs. See Census of Central Government Employees (as on 31.3.1971), Director-General of Employment and Training, Ministry of Labour & Employment, New Delhi, January 1973 (mimeo).

Government may easily run into thousands. Added to this, is the problem of identifying\* courses appropriate for the problems and tasks in the Government environment. Very often, good courses turn out to be ineffective because of the environmental back-drop of their design and content. This is in spite of the fact that theoretical training in concepts or techniques or both, should have no frontiers.

The need to ensure a 'critical mass' of trained personnel in various levels in the Government assumes seriousness in case post-training utilization is neglected and the benefits of training which are likely to be available are frittered away due to inappreciation of one or more of the major dimensions of the problem mentioned earlier. Today more than ever before, we have to accept training as an 'article of faith' and establish its need and validity as a critical determinant and basic input for raising levels of performance and efficiency in the Government at all levels.<sup>4</sup> Unless there is conviction on this score, post-training utilization may become difficult. These objectives have to be reiterated from time to time, since ultimately the efforts for firmly establishing training in Government will only be successful if post-training utilization is given due attention and appropriate built-in measures are devised to ensure post-training utilization.

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\*The problem of identification of training courses suitable for Government personnel had remained unrecognised for long. The Training Division in the Department of Personnel started issuing a Quarterly Training Calendar of selected programmes from August, 1969. The Calendar, issued approximately eight weeks in advance of the quarter, lists selected programmes from various Central and State Training Institutions, besides other national training agencies. For example, the latest Calendar for the quarter January-March, 1974 lists over 300 programmes from 26 institutions in the country. See Quarterly Training Calendar titled '*Training Programmes*' issued by the Training Division, Department of Personnel & Administrative Reforms, Cabinet Secretariat, New Delhi.

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## Developing Need-Based Training Plans

AS part of formalising the development of training, the need to prepare training plans for departments/organizations cannot be over stressed. In many large departments, the training function cuts across a wide range of other functions, both horizontally and vertically, leading to the desirability of determining training needs. In fact, training at the level of a department/organization cannot be considered in isolation and it has to be organized and administered at a point where alone it is possible to fulfil the larger objectives of training.

The basic barrier to achievement of objectives of training is the lack of awareness, in detail, about the steps to be taken to prepare meaningful training plans. While it is accepted that it may be difficult to precisely lay down procedures which may be uniformly relevant, a few common steps can be identified for preparation of training plans. The development

of training plans, it may be reiterated, will intimately depend on the identification of training needs. The two parts of the same exercise cannot be conducted in exclusion or isolation. Frequently, it appears that the identification exercise as an essential pre-requisite for training plans is either not conducted at all or is just glossed over. Yet there is growing evidence that absence of, or inadequate stress on identification of training needs may well make or mar the outlining and successful implementation of any training plan. Our purpose here is to delineate a few important, sequential steps which have to be taken for the preparation of training plans based on optimum utilization of training resources in the context of pre-determined training needs.

#### COLLECTION OF PERSONAL DATA

The first and the foremost step in the direction is to collect in detail, personal data regarding the personnel. It is normally implied that this collection effort will be limited to management levels in the organization even though, as will be explained later, these levels could be further categorised. The easiest way to start the collection effort is through a questionnaire which may be something like a Personal History Sheet with the understanding that it will be treated as a Confidential document as far as the individual is concerned. The purpose of such personal data collection is to appropriately visualise the professional content of the individual *vis-a-vis* his placement and job requirement. This should be well understood as *the* strategy behind the effort. Obviously, therefore, details regarding academic qualifications, professional qualifications, training already undergone, experience and other background will be necessary. It may be useful to limit the time horizon of these details to the previous three or at most five years, so that the returned questionnaire does not degenerate into a historical compendium of an individual's service record. Care should also be taken that details regarding academic qualifications or professional background of training, are relatable to a possible future design of training

that may be conceived or developed. This is important because by itself, an isolated appraisal of either the academic qualifications or the professional background or even the previous training may not be a help to outline a proper profile of the individual. Segmental appraisal has to be avoided which, therefore, places a high premium on the effective drawing up of the questionnaire or personal history sheet. A personal history sheet developed for a multi-project enterprise is at Annexure I as an illustration. Another illustrative questionnaire is at Annexure II.

In some organizations especially where the numbers (of personnel) addressed are manageable, it may be useful to route the reply through an immediate supervisory level in order to have the benefit of a considered forwarding note of the supervisor before the personal data is categorised and analysed. In interposing this level, it is not the intention that the immediate supervisor is to add one more character roll to the responding individual's background, but the supervisor's views are to be noted in formulating the future *potential* of the individual which is sought to be developed and optimised through a carefully drawn training plan. In fact, it may not be out of way to state the above fact as a caveat in the personal sheet questionnaire so that the forwarding supervisor can take adequate note of the importance being attached to his (forwarding) remarks.

#### PERSONNEL CATEGORIZATION

After allowing suitable time for the return of the completed personal data sheets, it would be necessary to start the categorization. Practically, in all organizations in the Government, there is a multiplicity of job scales, job responsibilities and post designations which stand in the way of an apparent, simple categorization. It would be appropriate to predetermine a few categories, preferably three, in terms of levels such as Senior Management Level, Middle Management Level and Junior Management Level. The relevancy of assigning specific pay scales to suit these levels is a matter of detail, even

though it will have to be decided by the organization for itself. Certain posts may qualify for certain levels in terms of pay scales but not in terms of their management function and *vice-versa*. To avoid this discrepancy which is bound to occur as a result of any gross, unilateral effort to categorise, the categorisation exercise should directly be the responsibility of the person heading the training function in the organization. In fact, since the categorization exercise is to form the base for the future training plans, it would be useful to involve even the senior-most levels in the organization so that they are also a party to the decision flowing out of such an effort. Broadly speaking, a three-level categorization in terms of senior, middle and junior-levels can effectively cover a wide range of organization hierarchy. Of course, it is to be specifically noted that an important criteria would be the management content of the specific job which is sought to be categorised. In one exercise the categorisation effort based on the above approach indicated Junior Management Level, Middle Management Level and Senior Management Level at salaries starting from Rs. 700.00, Rs. 1,800.00 and Rs. 2,500.00 respectively. This is, however, illustrative and can be suitably amended to reflect the specific job features of the organization being categorised.

The subject of categorization is, however, complex and it is not possible to stipulate any clear-cut guidelines which would be universally useful. A Study Team of the Administrative Reforms Commission<sup>1</sup> made a detailed analysis of the subject including the entire question of its historical growth. In addition to presenting a 'Prismatic' model, it identified three broad categories: (a) Policy and managerial, (b) Middle management and supervisory, and (c) the Infrastructure. The Administrative Reforms Commission's report on Personnel Administration has, however, broadly categorised three levels at Junior, Middle and Senior.<sup>2</sup> Even here, it would be interesting to note that there are successive levels of responsibility telescoped within one single scale of pay. The Commission's report has also suggested a uniform grading structure to

support the broad categorisation in terms of Senior, Middle and Junior levels. As far as the Junior Management Level is concerned, specific recommendations in terms of training for management have also been indicated. By and large, the middle level has been equated to Deputy Secretary to the Government of India and equivalent levels.

We have examined the need to categorise an organization's personnel, in a number of possible groups or levels. This approach can be appreciated from one more angle. A number of positive factors reinforce the need to achieve level break-up. First of all, there is the question of diversity. The more diverse is the work in an organization, the more effort and attention it needs to achieve effective planning, rational organization and smooth control. There is also the question of complexity of the work being performed and the frequency with which new kinds of problems will arise. Obviously, it is more difficult to plan, organize and control complex work because of the variations in skills required to do it effectively. There is also the factor of volume which in its sheer dimension may block effective working. Therefore, wherever categorisation is to be attempted, it will be useful to limit the number to three or four, as many more groups or categories will tend to be less efficient because each added group will only tend to multiply the problems of coordination and communication.

## ANALYSIS AND EVALUATION OF DATA

### (a) *Analysis*

The next step is the analysis of the data collected in terms of the personal data sheets which have been segregated in terms of a few well defined categories. In many ways, the analysis of data is the most important content of the whole exercise in terms of training sought to be accomplished. We can envisage this to be directed and completed at three distinct planes :

- (i) Analysis Individual-wise,
- (ii) Analysis Category-wise, and
- (iii) Analysis Organization-wise.

The underlying idea behind this three plane analysis is to



progressively go forward from the level of the individual to the level of a sub-category or a category and eventually to the level of the entire organization as a whole. It is not denied that there is any lack of identity between the objectives of the individual in terms of his placement and job requirements and the objectives of the organization. In fact a well-knit and motivated group of individuals can alone accomplish the overall objectives and goals of an organization through effective performance of their own jobs. The three levels mentioned above are so complementary that they cannot be considered in any degree of isolation without reference to each other. At the same time, a careful analysis (of the data) at these three levels would project the academic and the professional profile of the individual, the category and the organization, so that eventually the training plan can integrate these, locate pertinent gaps and then hope to fill them, thereby achieving a purposeful satisfaction of the training function. The importance of analysed personal data for these three levels can be better appreciated, though indirectly, by assuming a situation where no such analysis may be available to the organization and its training wings. How then does one go about meeting the training needs by training individuals which comprise the different management levels, and eventually merge into the totality of the organization ?

## (b) *Evaluation*

The above three-levels analysis of the personal data is to be closely supplemented by evaluation of the data in terms of a predetermined list of functional areas. In other words, the objective is to match the analysed profile of the individuals constituting the three levels against a number of functional areas which are to be carefully demarcated, since they comprise the main managerial spine of the organization. While some of the functional areas are common to most organization, *e.g.*, finance, personnel etc., a few may need to be added keeping in view the requirements of the organization in terms of present availability of management talent. In fact, it would not be enough to stop at determining a list of functional areas which may be of importance. It would be of much greater use if these

functional areas could be listed in an order of priority so that the training needs and the training plans be more correctly integrated. In an organization, personnel and turn-over of personnel may be a problem and accordingly it may be necessary to accord a high priority to the 'Personnel function'. Similar other problems will have to be carefully taken note of in the exercise to accord priority to the selected functional areas.

### SOME APPROACHES

After the collection of data, categorisation of personnel, followed by analysis and evaluation, some reasonably validated conclusions can emerge. For example, a preposition can be established that a training problem *per se* exists. The size of the problem in terms of the number of possible trainees and their requirements in the range and skill can also be indicated. In case, the top decision-making levels agree generally, they may like to pose a few questions before accepting some possible approaches. For example, it may even be questioned if the problem revealed as a result of the above effort is at all a problem of training? Again, what can be the future relationship of the development of performance standards and the gaps in skills of the potential trainees? And finally, how detailed is the appraisal leading to the above conclusions? Of course, it cannot be denied that the key to the whole approach will be a proper delineation of training plans.

With this background and having completed the above four distinct steps, an attempt can now be made to formalise the results, leading to evolution of a training plan. Briefly stated, the above effort would throw-up the following conclusions :

- (a) Specific training gaps in certain distinct functional areas,
- (b) Specific training gaps in terms of the functional areas as noticed in certain individuals,
- (c) Specific training gaps in the three distinct categories discussed earlier (senior, middle, junior levels) with special reference to the functional areas, and

- (d) Specific training gaps in the organization as a whole generally, and in the organization in terms of the functional areas, in particular.

It is now possible to proceed to enunciate the next step before an attempt is made to outline a training plan.

Basically any training plan evolved so as to take care of the above conclusions will have to be in terms of definite time-spans. It would be useful to conceive this policy either as (a) Immediate-plan or Short-term plan, (b) Long-term plan. In some cases it may be necessary to interpose one more category, namely, an *ad hoc* plan. The essential advantage in splitting the time span is to provide the training manager/officer sufficient leverage in fulfilling the training needs highlighted by the conclusions enumerated earlier. The strategy for achieving the training needs *vis-a-vis*, the conclusions noted above will differ depending upon whether it is an Immediate/short-term plan or a Long-term plan or an *ad hoc* plan. As a rough and ready approach one might club together the immediate or the short-term or the *ad hoc* plans as one single plan needing early attention of the training manager or the director. This is to be supplemented by a long-term effort so that ultimately the short-terms plans involving *ad hoc* or immediate plans develop themselves as concrete steps in the evolving of long-term plans.

## (a) *Ad hoc Plans*

The principal objective of the *ad hoc* approach in training is to take advantage of current programmes, courses which may be made available by a number of different institutions covering a range of subjects. This approach is, however, fraught with pitfalls and needs to be carefully examined before being put into operation. First of all because of the very nature of approach, the identification of training needs in an organization gets blurred because this exercise is, at best, done somewhat haphazardly. In one project an *ad hoc* decision was taken to the effect that general management areas needed early attention even before any detailed analysis or long-term plans were developed. The other important questions as to the levels in

the organization needing this exposure and the depth of the training required, were not attended to at all with the result that the organization sponsored a number of individuals to an assorted variety of courses with little or no impact on the capabilities of the organization. In fact, a few of the participants on return from the courses clearly recorded that they did not think much of the training received. This problem gets especially accentuated in conceptual areas where it is difficult to select a course as such, from the announcement folders or advertisements only. In fact, it may be noted that, if at all an *ad hoc* approach is considered unavoidable, it should, as far as possible, be confined only to 'technique-oriented courses' where much greater precision is possible in identification of training courses consistent with training needs.

(b) *Short-term Plans*

A short-term training plan will involve a certain degree of thinking leading to the development of a distinct training schedule. In such an exercise, it is very important to establish a set of criteria to help selection of courses in terms of training plans to be developed for the organization. A number of criteria can be envisaged but at least four need to be looked into invariably. These are : (a) Duration of the course/programme, (b) Area of training(functional, general etc.), (c) Cost of training programme/course, and (d) Geographical location of the course/programme.

All these four factors are important and cannot be ignored. For example, it would not be desirable to look for a course with a duration of four to six weeks with corresponding high costs, scheduled at a place far away from the place of the organization. The geographical factor is especially important in terms of courses of up to a week, because unnecessary time may be wasted in travelling. Similarly, the area of training for the course is to be carefully examined so that it matches as closely as possible with the predetermined training gaps in the organization. Here again, it would be much simpler to isolate courses or programmes in 'technique based areas' rather than in purely conceptual presentations.

## (c) *Long-term Plans*

Development of long-term training plans evidently requires a careful base of advance planning which will include many ingredients discussed in the preceding paragraphs. It is difficult to specify the extent of time span to be covered by such advance planning. According to some, a five-year span is suitable to project advance training plans, even though according to others this span in the context of the rapid developments in the field may be a bit too long. There is also the related problem of turn-over of personnel, in all the three levels (Senior, Middle and Junior levels). New concepts and techniques are being evolved and executive obsolescence is the talk of the day. In government, training activity of late has also indicated increasing interest. It may, therefore, be advantageous to compress the span of advance training from five to, say three years. The plans for each of the three different years, comprising a three-year plan may be considered as rolling plans, and thus provide flexibility to the targets as determined for each year separately. The three yearly plans can thus be conceived as progressively more firm. For example, if we are talking of the three yearly plans, 1974-75, 1975-76, 1976-77 as a three-year plan, the pattern of training plans would be as under :

1974-75 :

- (a) Implementation of the training plan for 1974-75;
- (b) Finalization in all details of the training plan for 1975-76;
- (c) Re-examination of the training plan for 1976-77 to incorporate such changes as may be easily conceived during the present year,

and so on.

This pattern of yearly adjustment and re-adjustment could successfully follow leading to greater definition and success of the overall training plans developed on 'advance' considerations. It may, however, be noted that the criteria for selection of specific training courses may be significantly different, even though the basic parameters of duration, areas of training, course-content and geographical location of the training

programme would be equally relevant. It may be that a few additional course criteria may have to be incorporated but these would need to be carefully identified before they can be enumerated as determinants for future training programmes. A public sector illustration might explain this situation a little better. Assume that a plant or project is to go into production in distinct phases, and the implementation of the later phases involves appreciation of the techniques or technology to be used by the project. Obviously in order to take care of these future requirements of trained manpower at various levels in these new techniques, it would be obligatory for the project to start selecting programmes or facilities much in advance. It is conceivable that a foreign collaborator may be able to suggest training programmes to take care of this requirement as a part of the collaboration agreement. But at the same time, it may be worth an effort to examine these collaboration facilities and evaluate them in terms of some criteria, and then arrive at some alternative suggestions to meet the training needs for the future. This alternative can, however, only emerge if we are conscious of the need to pre-evaluate training facilities as may be offered against a set of well considered training criteria. It may not be out of place to mention here, as an illustration, the problems that in effect developed in a certain public sector project. An unquestioned acceptance of the possible, future requirements of 'trained' apprentices led to a colossal establishment of facilities for apprentice training, and later to a chronic problem of indiscipline, since the output of apprentices could not be gainfully employed in the project which was trailing behind its production output targets. In this case, no effort was made in the initial stages to examine the implications of commitment to such a long range training programme, with a view to be assured whether the end-product of the training facilities would be of any use to the project or not.

#### TRAINING REPORT

Irrespective of the time span of the training plans in an organization, two important points need to be noted as key to

the success of training. Firstly, all returned trainees, irrespective of their levels in the hierarchy should be required to submit a detailed training report. As far as possible, these training reports should be obtained soon after the return of the individual from the training assignment. For the training manager or the training director, these reports are invaluable because these alone provide basis for any evaluation. These reports are in a way, the only feedback and need to be given the careful attention they deserve. It is not unusual to notice that in many cases either the training reports are not prescribed or if prescribed, are not attended to or even looked into by higher levels. This approach evidently arises out of a belief that once an individual has been selected for training, the job of the training department has been functionally accomplished. This is highly erroneous because in a way, the training function only starts with the nomination of the individual to a training assignment.

Questions may be raised as to the desirability or otherwise of prescribing a format for the training report. This is a debatable area because it is difficult to conclusively establish whether it is at all necessary to formalise the format of a training report or not. Some prefer a narrative form, but take care to ask some specific questions about the content and effectiveness of the training as viewed by the trainee. On the other hand, some have almost formalised the report through a detailed questionnaire, which has to be answered by all participants under training. An illustrative set of these questionnaires is placed at Annexure III.

In view of the training requirements in the Government, on balance there is need for prescribing a questionnaire which may be required to be filled in by returned trainees. The advantages of this formal approach are two-fold. First of all, it helps to guide record the impression of the returned trainee which otherwise would be lost and diffused in a purely narrative report. Secondly, it helps the training manager or the organization to appraise the effectiveness of the training programme as such, so that it may be possible to decide future

participation in the same programme(s). However, each department would be fully justified in developing its own approach to this subject but whatever be the conclusions, it would be useful if there is uniformity in practice for an organization.

## BUDGETING FOR TRAINING

### (i) *Financial*

Another equally important factor is budgeting. Any training plan, irrespective of its time span, will involve some financial outlay, as well as details regarding the extent of manpower to be spared for the training effort. The need for budgeting financial allocations for the training activity is only being gradually appreciated, but even today it is difficult to come across cases which have a specific budgetary allocation for training in their annual budgets. Whatever expenditure is incurred on training is met from other 'heads', more commonly 'Administration'/'Establishment'. For bigger organizations, it would be advantageous if a specific budgetary allocation is made for training. This, however, leads to the question as to the size of the allocation. It is commonly known that in some of the more advanced countries, a notional one per cent of the Wage Bill is considered as a reasonable figure to be expended for training.

The matter of providing funds is important at the micro level as well as at the national level. One of the Study Teams of the Administrative Reforms Commission<sup>3</sup> observed that, "Our expenditure in the country is only of the order of 0.4 per cent (as per analysis made for the year 1967-68). Considering the leeway that we have to make . . . and the urgency of functional skills and productivity of the public servants, we feel that much higher levels of expenditure will be needed for many years to come." Taking note of these comments, the first Conference on Training sponsored by the Training Division in February 1969<sup>4</sup> also recommended "earmarking of 1 per cent of the wage bill for training purposes in various organizations should be accepted as an ideal and sufficient provision for training should



be made in the budgets of the various Government organizations on this basis". Later, the Second Conference on the 'Training Institutions and the Trainer' (June, 1969) also discussed the need to earmark a reasonable financial percentage as training allocation.<sup>5</sup>

Financial requirements and training plans are closely inter-related. While it would not be possible to suggest any indicative percentage figures, it is necessary to stress that if training in the years to come is to increase, it has to clear the backlog of training requirements which have been neglected in the past. There is one advantage, however, in indicating a percentage figure for purposes of budgetary allocation. If at any future date, it is considered necessary to undertake an exercise in evaluating the effectiveness of training, specific allocations can provide a key base for initiating any cost-benefit appraisal. It is accepted that in the strict sense of the term, cost-benefit appraisals of training activity *per se* may be impossible for the simple reason that the benefits accruing from any training are intangible and difficult to quantify. This position is accepted, but the idea behind the suggestion is that at some stage it will be necessary to appraise the benefits of the training function, in whatever form or manner, it may be possible. This effort is inextricably linked with the larger area of evaluation of training and it is not proposed to go into detail in this direction here. The point to be noted is the usefulness and desirability to provide definite budgetary allocations so that the size and effectiveness of training plans can in some way be appraised in the interest of public personnel.

## (ii) *Manpower*

Another aspect of the budgetary concept is in regard to the managerial manpower available for attending the training courses or programmes. An exercise for determining availability of trainee-manpower should be attempted against a specific time schedule preferably on a monthly, quarterly and an yearly basis. This has a number of advantages. There may be certain instances where the organization may not be able

to spare the selected personnel. For example, a tax department may not spare its manpower, especially managerial, during busy months. Similarly, there may be certain calendar quarters where it may be difficult to allow personnel to attend training programmes. For example, personnel in the financial, accounting or budgetary areas can hardly be spared close to the end of the financial year. In the Government, it is common experience that these personnel cannot be spared during the quarter January-March, where budgetary matters have high priority. In fact, there may also be a few areas and calendar periods where departments may find it difficult to spare personnel for training. In public projects under construction or undergoing expansion and with known pre-determined days of commissioning of new facilities, it may be difficult to have personnel released for training close to the major construction milestones or near the commissioning dates.

Finally in order to make it more beneficial it would be necessary to integrate the question of budgeting of manpower release for training, with the advance long-term training plans that may be drawn up as discussed earlier. The two projections—manpower release and long-term training plans\* will have to be carefully enmeshed so that there is no avoidable discrepancy thrown-up during the implementation of the training plans of the organization.

### CONCLUSIONS

Training, like any other major functional responsibility, necessarily includes the functions of planning, organising, directing, and reviewing. Planning for training has to be based on analysis of job† and organization tasks and similar related aspects rather than on the subjective impressions of the training people. Training has to be organized by using the most appropriate methods so as to meet the objectives

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\*For a fuller treatment of this subject see 'India's Manpower Strategy Revisited 1947-1967'; George Tobias & Robert Queener (Tripathi), November 1968.

†See the discussion on 'Job Classification', V. Kumar in 'Career Management', Indian Journal of Public Administration, Vol. XIV, No. 4, October-December, 1968.

established during the planning stage. The training needs thus identified can then be developed with the objectives of developing an individual to meet the requisite performance standards. However, if a sizable number of trainees do not meet performance standards, the determination training needs has to be revalidated. Further, it would be important to pursue the variations thus indicated. In other words, the training plan can be envisaged to develop as a self-correcting approach. If the variations between training objectives or training standards on the one hand and the performance achieved on the other reveals significant gaps, a plausible conclusion in such a situation can be that planning for training has been inadequate, even though it cannot be denied that such variations can also arise as a result of improper identification of training, ineffective organization support and other related factors.

It may now be possible to outline some conclusions on preparation of realistic and meaningful training plans. These plans will have to depend on a careful matching of the available resources and training facilities *vis-a-vis* the training needs, as determined by the approach outlined earlier. It has to be well noted that even the most detailed plan cannot meet all the training needs, as the process of development of an individual civil servant is continuous and at best, one can only lay down priorities. The effort to match needs and resources will have two major dimensions, *e.g.*, institutional resources and facilities to adequately meet the demands but the overall resources within the country may need to be supplemented. The later part of the situation is not uncommon in developing countries and a range of assistance is available from various UN agencies. Of course, it has to be underlined that training programmes in need of assistance will have to be carefully integrated with the overall national policies and considerations. Quite often, the output of these training plans and programmes will be the input for various other programmes. Even though any absolute balancing can neither be attempted nor realised, reasonable efforts to match these two can be envisaged.

Formulation of training plans has also to rest securely on

well-defined target dates or otherwise it might get lost in the total picture of development. A mention has been made earlier of the fact that these target can be either *ad hoc* or short-term or long-term targets. As far as the training developments in the country are concerned, today there is stress on Executive Development Programmes at various institutions based on certain advance planning. But Executive Development Programmes are only one aspect of a training plan. The Training Plan may include a variety of other courses, *e.g.*, refresher, orientation, seminars and long-term residential programmes. The description of these courses including their syllabi and their spacing during a period will have to be an integral part of an overall training plan. There should also be an attempt to provide sufficient lead time in the selection of personnel to make the programmes and their targets successful. Fairly advance announcement of these programmes in a way ensures proper selection and release of civil servants from duty. All these factors briefly outlined only indicate that the need for identification of training needs requires analysis and cannot be over-emphasized. The fact that in the past insufficient attention has been given to determination of training needs has to be remedied, because it is time that training plans made conscious efforts to take this aspect into consideration.

**ANNEXURE I**

**PERSONAL HISTORY SHEET**

1. Name in full :

2. Position held :

Designation

Pay Scale

Present Pay (Basic)

Place of posting

3. Date of birth :

4. Marital Status :

Married/Unmarried

Number of dependents

5. State of domicile :

6. Disability if any :

7. Whether belonging to Scheduled  
Castes/Tribes

8. Academic Qualifications :

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S. No.	Examina- tion passed	School/ College University	Year of passing	Class obtained	Prizes, scholar- ships obtained or special work done.

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9. Professional Qualifications :

A. Institutional

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S. No.	Examination	Subjects covered	Institution attended	Year of passing	Remarks
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B. Other than Institutional

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C. Statutory Certificates :

(In the case of officers in the  
mining wing only)

10. Details of significant publications :

11. Training :

A. Institutional Training (including training abroad)

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S. No.	Subject	Institution	Year & period	Details of work done
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B. Other than Institutional Training

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12. Experience

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Period		Name & Address of Organization served	Designation	Type of work done
From	To			

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13. Proficiency in languages

Can speak

Can read

Can write

14. Extra curricular activities :

Debates

Sports

Games

Hobbies

Others

15. Membership of Association/  
Clubs etc.

1.

2.

3.

4.

16. Summary of present duties :

17. Functional areas covered in performing Present duties :

Functional Areas	Extent to Which Covered
(i) Man Power Planning	
(ii) Materials Management	
(iii) Quality Control	
(iv) Quantitative Techniques	

Functional Areas	Extent to Which Covered
(v) Personnel	
(vi) Production Management	
(vii) Marketing	
(viii) Profit Planning	
(ix) Management Accounting	
(x) Business Statistics	
(xi) Systems Analysis	
(xii) Plant Maintenance	
(xiii) Work Study	
(xiv) Others	

Signature

Date

Immediate Supervisor's remarks  
with reference S. Nos. 16 and 17

(Signature)

(Date)



**ANNEXURE II**

**PERSONAL QUESTIONNAIRE**

1. Name of the Department/Ministry/Project :
2. Position held :
3. How long have you held this position ?
4. What was your first job with the present employer ?
5. Date and place of birth :
6. Did you attend any College/University  
College/University Attended :
  - Degree/Diploma :
  - Subjects :
7. Have you undertaken vocational part-time study, if so,
  - Where ?
  - By what means ?
  - Qualifications :
8. Any other Ministry/Department/Enterprise where you have worked early during your career :

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9. Have you changed functions during your career *e.g.*, from production to sales, finance to administration etc. If so specify :
10. Have you attended any management training or development course.
- If so where ?
  - What was the course :
11. Any other professional interests :

**ANNEXURE III**

**QUESTIONNAIRE**

1. Please give the following personal particulars :
  - (a) Name :
  - (b) Designation :
  - (c) Course attended :
  - (d) Date and period of course :
2. Please recollect your impression of the course :
  - (a) In what way did you think you would be able to improve your work after returning from the Course ?
  - (b) Have you been able to implement effectively and realise some of the course objectives ?
3. Has the Course changed your activity or nature of work ? How ?
4. Has the training changed the quality of your work ? If so, in what way ?
5. When you visit a factory, do you view things from a different angle after the Training ? If so, how ?
6. Has the training changed your approach or attack on your problem ? If so, how ?
7. During the course there have been different types of inputs which ultimately lead you to be a successful manager. Reviewing the course contents do you think that certain aspects are lacking in your work which need to be introduced ? What are they and where will you feel the need of those aspects ?

8. Reviewing as above, do you think that some aspects have been overdone which are not at all useful in your activity? What are they? And would you like to get those aspects removed or reduced in intensity for future courses?
9. Again, reviewing as above, would you like greater emphasis to be given to some particular subject or aspects which would help you more? What are they and what are your reasons for suggesting them?
10. Has the training given you a common platform and level for discussing techno-managerial problems with others? Do you view problems individually or independently or as part of a management problem? What change has the training brought in you in the perspective?
11. Has the training given you a psychological increase in the level of thinking and the level of discussion with managers? If so, how?
12. Would you like managers (at least a selected few) in your organization to attend the Course? Will you be able to convince them and persuade them on the importance and advantage of such a training?

## REFERENCE

1. Administrative Reforms Commission, *Reports of the Study Team on Recruitment, Selection UPSC/State P.S.Cs. and Training* June, 1967.
2. Administrative Reforms Commission, *Report on Personnel Administration*, April, 1969.
3. Administrative Reforms Commission, *Report of the Study Team on Promotion Policies, Conduct Rules, Discipline and Morale*, Vol. I and II, December, 1967

## TRAINING AND DEVELOPMENT IN GOVERNMENT

4. *Conference on Training* (February 24-25, 1969), Proceedings, Indian Institute of Public Administration, New Delhi, June, 1969.
5. *The Training Institution and the Trainer*, Conference Report, National Academy of Administration, Mussoorie, June, 1969.

## Training and Development of Trainers

WITH increasing awareness and concern for training in Government, the need for development of trainers has assumed great importance. Today in most training institutions, qualified trainers are far too short in terms of the needed numbers. As it is, many institutions face difficulty in attracting competent personnel, and the problem becomes a bit more difficult because of paucity of formal opportunities for training and development of trainers. It is now well recognized that the only answer to these and similar problems which inhibit the growth of training in Government, is to effectively train a large body of trainers and help in their formal development.

The task of development of trainers is, however, difficult as it has several training dimensions which are difficult to analyse and resolve. What type of training programmes should be considered as desirable for trainers and what should be the training techniques used? Is it possible to consider the evolution

of a programme for development of trainers in phases? These are some of the questions which merit attention for training and development of trainers.

There is also the additional problem of recruitment of trainers. As far as Government institutions are concerned, trainers with requisite background and competence are often lost due to administrative transfers and postings. Open market recruitment is not very helpful because of the inability of institutions to offer competing remunerations. The non-Government institutions have also their share of problems in the recruitment of trainers. The reasons are not difficult to see. Firstly, the pool of eligible individuals is very small while the claimants are too many. Secondly, the relative reputation and the tradition of training institutions acts as a limiting factor. These factors cumulatively result in a degree of mobility with personnel shifting from one institution to another. For particular training programmes in specified fields and disciplines, the availability of trainers is still further restricted. These difficulties only highlight the need for training and development of trainers to sustain the increasing pace of training in the Government.

### ROLE OF A TRAINER

According to one authority, the pattern of situational background implies that today the trainer should have some altogether new roles. He should act as a Consultant to top organizational levels, he should be a source of organizational information and finally as a synthesis, he should operate as a systems analyst within the organization.

The role of a trainer as a Consultant to top organizational levels has an assumption about participation by the top levels in training. It is common experience how top levels are unable to participate directly in training, due to various reasons. The trainer in the role of a Consultant has to break this by attempting to gain the confidence of top levels. If a suitable rapport on the basis of confidence can develop into consultation, the trainer will have an opportunity to influence the top levels in

favour of training. Of course, there is the underlying need to provide a trainer the skills necessary to act as an effective consultant. As Beckhard puts it: "The consultant (or persons in a helping role) always enters such a relationship as a person with authority, achieved either through position or role in the organization or through the possession of specialised knowledge. To achieve an effective consultative relationship, it is essential that he understands the nature of this power and develops skills to use it in a way which will be viewed as helpful by the person receiving the help. A person entering a consulting or helping relationship must have the ability to diagnose the problem and goals of the person being helped, and be able to assess realistically his own motivations for giving the help. He must also recognize the limits of his own resources to help in the particular situation."<sup>1</sup>

The role of a trainer as a source of organizational information has many important implications. The whole area of providing adequate information for various organizational levels is becoming increasingly important.<sup>2</sup> Current developments in the field of information technology and the increasing stress on development of management information systems are well known. It is stated by experts in the field that a good trainer can play an important role in the development of an information process in the organization through a variety of ways. For example, a Training Report emanating from the organisation's Training Division can be meaningful if it is well planned in terms of its contents. The comments of Philips *et al* are worth citing here: "The reporting relationship of the person responsible for the formulation of training plans and programmes is particularly important, for if the job is to be done with optimum efficiency, he must be able to present his ideas and plans to people in the management who recognize the value of such plans and who are able to act on them with a minimum of discussion and other time-consuming manoeuvres."<sup>3</sup> Current thinking within an organization reflecting the attitude, points of view and utterances of senior personnel may be included in such a report. It will be far more effective



than the formal channels of communication within the organization in this area. We very well know how the routine of communications is so unnecessarily over-loaded with hedges and checks as to make out any meaningful analysis difficult.

The trainers job as a systems analyst is more difficult one even though one can consider it as an extension of the role of trainer as an agent of change. The trainer with a good use of his skills, as an observer of human behaviour, can develop a comprehension close to a 'systems' approach. If training is believed to bring change in methods and procedures also, the trainer as a systems analyst can best bring them about by his alertness to what is going on in the organization and what is the behaviour of the organization towards the problems of training.

The successful accomplishment of the above roles will demand specific trainer characteristics. Let us briefly take a look at some essential characteristics.

The first characteristic of a good trainer is that he should be "trainee-oriented". A trainee-oriented trainer is one who is aware of the behaviour of trainees around him, not as one who only responds to that behaviour but as one who observes and analyses it. The analysis may centre round a number of questions. What is the effect on the trainees of the behaviour within and outside the class-room? What are the training goals a trainee hopes to achieve by the training? The trainee-oriented trainer is capable of placing himself above trainee behaviour in the class-room. He responds appropriately and is aware of the behaviour of the trainees in order to achieve the goals of the programme. In this context, the trainer has also the need to adjust his behaviour to the needs of the trainees.

Secondly, a good trainer is committed to perform the training job in a conscientious manner in order to achieve constructive training goals. Such an approach has an underlying involvement based on lack of intensely rewarding personal goals. In this process, a good trainer will hold a strong basic respect for all trainees regardless of their status.

This means an understanding of the attitudes and opinions of others regardless of how ill-informed a trainee might be. Communication in such an environment is more effective as trainees will not fear in expressing their thoughts and feelings. Positive inter-personal interactions will develop and promote mutual respect and loyalties. On the contrary, any lack of basic respect for trainees on the part of a trainer will be reflected adversely in the entire process of training.

Finally, a good trainer must recognise the fact that the environment in which he is to live and work in a training institution or outside it, is constantly changing and is dynamic. This dynamic environment includes the training institution and it has to be realised that new methods, procedures, attitudes and skills on the part of a trainer are necessary ingredients for the success of the environment of the institution. The trainer is also to be clear about the attitudes and opinions of the trainees, the training institution and the larger environment about himself for a realistic recognition of his changing role in the organization.

#### EVOLVING A PROGRAMME

Any programme of training trainer's rests upon the basic assumption that planned, organized teaching is more profitable, and results in greater satisfaction and advancement for the trainer, than does the alternative method of turning the trainer loose to learn through his own unguided experience.

A great variation in scope and organization of a training programme can arise primarily due to (i) a confusion of aim, and (ii) a confusion of judgement as to what range, emphasis, and organization of effort will carry out the aim. The variation exists because the aim of training activity will determine its range and content. The range is determined by a selection of areas/concepts in which training must be carried out in order to accomplish the aim. Similarly, the subject which contribute most to the accomplishment of the aim, will have to be identified.

In any structuring of a training programme for trainers,

consideration has to be given to a number of factors, some of which can be briefly categorised *e. g.*, (a) Training for improving present performance; (b) Training for changing technology and techniques; (c) Training for future assignments and responsibilities; and (d) Training in skills hitherto unavailable.

A programme to assist the trainers in preparation for his assignment will have to be fitted to one or the other, of the above categories. It may be a mistake in the training effort to focus on more than one of the above factors at a time. When there is an attempt to blend two (or even all three) of the basic objectives, the content and direction may become diffused; training may tend to be like a set of conclusions that are not appreciated by all to the same extent, and application is both uncertain and of little use<sup>4</sup>.

While it is no doubt true that development would depend to a great extent on the trainer's own initiative and ability, the availability of opportunities for development in one of the specific categories mentioned above may need to be supplemented by other sources. This effort could then be even a joint effort where some of the principal government training institutions can play an important role. It is accepted that the existing government training facilities for assistance to the trainers vary both in size and content, but this should not stand in the way of such an effort. As long the basic content of the approach is acceptable, it should be undenied that the validity is common to any training institutions whatsoever its character and size. Marginal adjustments in content and depth may be necessary but that is more a matter of mechanics and not of fundamentals.

Among the categories for training noted above, a few common ingredients can now be indicated :

- (a) training should achieve transference of adequate knowledge from a wide area including government and private sources. This includes direct teaching of essential concepts;
- (b) training should assist in the improvement of the levels of existing performance through programmes based on

- exposition of selected techniques;
- (c) training should assist the trainer in preparing individuals for higher responsibilities both in respect of present assignments and for future placement which may or may not be known immediately.

Viewed in this context, training of trainers can take many forms. It can be formal, informal or a combination of both. It can be through well conceived programmes, private study, instructional seminars and workshops, systematic reading, and even imaginative experimenting. In fact, it can never be said to finish, because any enquiry is a continuing process and will always broaden the trainer's scope and talents.

There are, however, certain categories of subject matter as part of training that need to be mentioned. First of all today, every trainer is under pressure to qualify as a 'specialist' of some sort. The transition from a generalist to a specialist could be a significant landmark arising out of training. It may be, that not every trainer will achieve it, but this fact cannot be overlooked today. For example, modern management techniques have become increasingly mathematically oriented, and many of today's most important decisions may well depend upon interpreting and understanding massive quantitative evidence. To help administrators do so intelligently, trainers must first, *via* adequate training, know enough about the elements of electronic data processing and even mathematics. It should however be appreciated that it is the trainee who may later decide when the services of a professional mathematician or programmer can be helpful, or to understand what is being talked about.

#### PROGRAMME PHASES

A training programme for trainers can now be visualised in distinct phases so that it can be effectively structured or implemented. It should be well understood that no course of training instruction either can, or, should claim to provide trainers with all the knowledge they may require during their subsequent career or to teach them all the skills they need. One practical approach can be to divide it into four phases. The preliminary

phase may essentially deal with the recruitment, selection or identification (from existing departmental personnel) of potential trainers. It may be necessary to evolve minimum recruitment guidelines including clear mandate for a preference to certain qualifications, experience or background that may be considered appropriate. Similarly the selection process will also need some screening criteria before final selections are attempted.

The Orientation phase can be a flexible approach designed basically to familiarise the trainer, including an initial orientation in respect of the training programmes, its objectives *vis-a-vis* the departments where he may be assigned as a trainer. This phase will largely depend on the judgement of the Training Director who may be coordinating the four phases. In addition, the Director may probably utilize the Orientation phase to assess the quality of the potential trainers by a system of reviews or interviews.

The Intermediate phase is in effect the main core of the training programme where the trainer will be trained in a variety of management concepts, tools and techniques depending on the duration of the course programme. A basic series of lecture discussions may be followed by some project or exercises where the trainer may be required to prepare either an individual or a joint syndicate or group report on the special importance or application of a selected management concept or technique. Promising trainers may be even asked to present bibliographic surveys or short literature summaries of current published material dealing with a pre-selected management concept with special emphasis on their applicability to the area of future training functions.

Here again like the Orientation phase, the coordinating Training Director will have ample opportunity to review and evaluate the fundamental progress of the trainee including an assessment of the extent of his interest in the subject.

The last phase may be conceived as the Advanced phase. In this phase, effective effort can be made to identify short-term and long-term needs of the trainees in the area of training including the core ingredients for a course. Of course, the

effort of this phase will vary with the needs and abilities of individual participants or groups and will involve a high degree of imagination and careful planning. The advanced trainees may be required to operate as, say, a task force to study or solve specific training issues like developing curriculum guidelines, course contents, and preparing detailed training programmes including compilation of suitable case studies.

A question can be raised regarding developing a programme for a selected group of trainers, who are by their background and experience comparatively specialised. For such group, the purpose of presenting a training programme may be either to improve upon their speciality or to help them to move in other areas of training. This approach requires two very different types of training programmes, one providing information on a wide variety of topics, the other almost educational in approach and based on problems of top administrators or decision-makers. The first type of programme raises no insoluble problems and its very wide coverage makes it flexible enough for reasonable success. The second type of course is entirely different and may even take the 'form of joint reflection', which should cover the subjects of training trends, individual and group behaviour in an organization, and the place of training in government. Of course, this programme assumes that it will, in a way, round off other information or text requirements of the participants. This will, therefore, be specially worthwhile for those who are prepared to evolve training experiments so that it may help them to solve the problems encountered in everyday training work.

In view of the difficulty in projecting any universally acceptable curriculum of training for trainers, some criticisms can be visualised. Most frequently, the criticism may relate either to the training policy followed or to the standard of training. The first criticism is directed mainly against training which tends to be narrow, entirely vocational and specialised. This training may not be in the interests of the trainer since it may preclude him from acquiring the breadth of outlook and adaptability necessary for a group of wider problems. The

training requirements of tomorrow may demand trainers with an adaptable approach which can be reasonably ensured by a balanced programme. Experts are agreed on the point that the main emphasis should be on general principles and concepts, rather than highly specialised techniques. The second criticism relates to the standard of teaching. In many programmes for trainers, the average standard may not be high enough, even though this weakness may partly result from proliferation of programmes. Frankly today, there are very few trainers who have specialised long enough to offer a programme in training of trainers. Their effectiveness is further impaired because of their insufficient awareness of the various new training methods. The factor of research, so vital in sustaining training development, is sporadic and further inhibits development of proper trainer programmes.

As a result of the foregoing, some conclusions may now be attempted :

- (a) In order to avoid dissipation of scarce training resources, training programmes should be taken up only at, preferably, selected number of training institutions.
- (b) Institutions selected for the purpose should be continuously kept in view by the appropriate training agency in addition to a periodic evaluation of such programmes. This would ensure that programme reflects necessary practical experience and appreciation of problems faced during the impartment of training.
- (c) A great degree of coordination and exchange of teaching material would be necessary in the design and development of programmes. This would help a mutual exploitation of limited training material as between the different selected training institutions.
- (d) As part of a long-term approach, it would be advantageous to assist and encourage selected training institutions to develop training programmes of other than, short-term duration. It may involve additional outlay both in terms of men and money, but in the interest of achievement of long-term goals such action cannot be postponed for long.

## TRAINING TECHNIQUES

The diversity in the subject matter of a training course will be reflected to some extent, in the training methods. While there are numerous variations in the training methods<sup>5</sup>, some can be briefly mentioned. According to some experts, the lecture and discussion approach limits the exposition of the subject matter, because it depends primarily on the ability of the trainer and his capacity for communication. The discussion approach following any lecture presentation is also dependent on the inherent skills of the trainer.

In many training circles, trainers have rated the lecture approach as an academic tool which has no place in training. Poorly handled, a lecture may indicate many defects. It may be dry and disinteresting to trainees unappreciative of the situations. On the other hand, according to some experts, lectures may not be and is not always an unsatisfactory method. The lecture method is by no means obsolete training. It may be used by itself, combined with reading assignments, or used in combination with other types of training programmes. Lectures can be used effectively when information is to be conveyed that is entirely new to trainers. Information can be communicated rapidly large groups can be accommodated. A good lecture, well organized and well delivered, with proper illustrations, demonstrations and changes in pace, is a very effective means of presenting a subject and arousing interest. It is especially suited for the needs of senior personnel who are generally accustomed to giving greater sustained attention to oral presentation. The Conference method can also be effective in management development training. It is used widely to increase appreciation of concepts and for training in management, where situations may be examined and approaches to solutions, if not solutions, decided upon. The Conference method has a number of advantages as it provokes better communication and enthuses participants to share mutual experience and viewpoints. Creative thinking is developed as a sense of participation promotes better motivation and even morale. The approach has, however, some limitations because



it hinges on the successful conduct of the conference leader based on a definitive, pre-drawn agenda. Selection of trainers is also vital for conference success since unrestricted commentaries can hamper the objectives of the programme.

Another method which is appreciated in some quarters, is the Case method or Case study method. In the case study method participants are provided a written report or history called a case, which they study and then discuss in group meetings. In general, the case method seeks to emphasize through analysis solutions of problems in specific, complex situations. The method trains men to identify and analyse issues and since each individual makes his own proposal, no one man's solution or analysis is accepted without discussion. The case method reduces the over-confidence of dogmatic participants who must be equipped with reasonable experience and judgement, otherwise superficial and impractical solutions may be posed. Case studies can be used to present a problem and create interest in solving it. They can also be used, after principles have been discussed, to apply the principles discussed. They are excellent as class methods for translating generalities into practice. They not only simulate real life issues, but are often so carefully arranged as to emphasize a principle which might be more obscure in an actual life problem. With each new case studies, the abstract principles are vitalised and thus afforded new and broader meaning and application. But an inherent weakness is the paucity of indigenous cases<sup>6, 7</sup> based on our own experience and its presentation by a fully trained trainer who alone can incorporate the aspects of direct experience

The approach of Role-playing,<sup>8</sup> as a method of training, is again to a great extent, dependent on the experience of the trainer because it is he who has to outline the situations demanding a theoretical role-playing. Role-playing involves dramatization of work situations in which the instructor in the class plays the roles of actual participants. As instructors act out these roles, they project themselves into problem situations, and receive an opportunity to 'practice' what has been orally

discussed. In this respect role playing provides the advantage of 'learning by doing', which is lacking in a simple lecture presentation. As can be well imagined, the depth of the solutions arising from this approach would be directly dependent on the extent of enthusiasm generated by the trainer.

Business games, as a new technique in training, are also being pushed in some programmes for their uniqueness. It is stressed that these games unravel the mutual inter-relationship of the various management functions, which is difficult to achieve by a trainer through the usual lecture approach. Sensitivity training, also being accepted as a training technique is designed to help individuals become more sensitive to the dynamics of working groups. In other words, a manager is to be involved to react in terms of his own situations in addition to other mutual influences. The last three techniques, role-playing, business games, and sensitivity training, even though widely talked about, are not yet widely used in India, and to many appear as merely experimental. But they, no doubt, highlight the extent of contribution of a trainer *vis-a-vis* the objectives of training.

#### TRAINER EFFECTIVENESS

The increasing complexity of government operations and the anxiety for expeditious accomplishment of training objectives require that the orientation of a trainer should be changed from routine training exercises to something different in order to make him more effective. There are a few factors which can play an important role in the effectiveness of trainer: (1) Knowledge and experience as a trainer, (2) Motivation, (3) Organizational framework, and (4) Training policies.

Thus, trainer effectiveness will require skill in training, the motivation to utilize these skills fully, capability to apply these skills and finally policies which permit a range of decision-making, broad enough to accomplish training objectives.

Training in training skills may require a continued classroom type of setting effort which may be costly but the absence of training skills can be even costlier and may be reflected

in many intangible ways within the organization. In case a trainer has not been taught training skills appropriately, he must be given an opportunity to practice them. The difficulty is not in acquiring knowledge of techniques, but rather to develop skills through experience in using the techniques. A wide variety of training techniques and method as discussed earlier are in evidence today and many of them are directly relevant for promoting better skills in training. Obviously, therefore, it is necessary to familiarise the trainer with the different techniques of training, so that he is able to make his own technique appraisal wherever necessary for this job. There can be two possible approaches: 'demonstrative' or only 'appreciative'. A 'demonstrative approach' will necessarily be of a longer duration since it will involve a prolonged exposure of the trainer with the various techniques separately. Further, the trainer will be provided an opportunity to individually take part in the practical aspects of the techniques wherever considered necessary. The 'appreciative approach' for training in techniques can conveniently be of a shorter duration, since the objective here will be only to very broadly familiarise the trainer about the techniques. However, the degree of 'appreciation' desired will depend on the group of trainers selected for such a course and their individual background.

The different methods of training are not applicable and cannot be applicable to all levels and variety of participants and to all branches of knowledge. In other words, no technique is good for all occasions everywhere. There are a few techniques which may create or even aggravate distortions in the receptivity of the participants. A few techniques even pre-suppose a particular background of skills and experience in the participants.

In view of the limitations, it may be necessary for a trainer to select his own blending of techniques which may be of optimum use to his specific background and to possible participants of future programmes. This effort to attempt training in training techniques has a few choices. The course might start with a 'survey' of these techniques whereas another course

may attempt 'discussion' of each technique. The duration and objective of the course would, dictate whether it would be useful to take up the 'survey' approach or the 'discussion' approach. While the 'survey' approach may be easier to accomplish, the 'discussion' approach has to face a number of in-built deficiencies. First of all there is the problem of lack of indigenous material for techniques. There is also the question of lack of trained people to apply these techniques effectively and beneficially. Finally, in some institutions there is also the lack of opportunity to apply these training techniques in appropriate situations.<sup>9</sup>

Successful training methods include active trainee participation. The extent of successful trainee participation is the degree to which training can be presented with a degree of practical bias. Since a trainee may tend to forget most of the subjects soon after instruction, learning can be most effective when it is immediately followed by an appreciation of its application. Application and practical comments reinforce memory and the trainer must create occasions for such trainee involvement. Eventually the development of the trainee may also require repetition or practice.

The extension of trainer development activities to include the additional factor of motivation, organization and policy will make new claims on the development function as far as the trainer is concerned.

Generally motivated behaviour is understood to mean consciously directed behaviour as opposed to that which is performed as an unattractive response. In general, motivated behaviour is that behaviour which one perceives to be the means of attaining and satisfying that which at a time is preponderant in one's conscious state. An individual's behaviour then is dependent upon his needs. A. F. Maslow has suggested that there exists a certain hierarchy of these needs.<sup>10</sup> Within this framework Maslow categories all human means into five classes. The physiological needs, the safety needs, the love needs, the esteem needs and the need for actualisation. The important contribution of Maslow's approach is in his contention that

man's means are directed to fulfilment of his most conscious needs. A later amplification of the Maslow's theory is discernible in the work of Fredrick Herzberg who contends existence of two factors. On the one hand are the 'hygienic factors'—and those if improperly maintained act against the individual. The motivated elements, according to Herzberg, are the intrinsic factors. These factors when properly applied and administered have the effect of motivating the individual to the satisfied state. A few of the recognised motivated or intrinsic factors are: growth, achievement, responsibility and recognition. The numerous hygienic factors are: wages, salary, supervision, work rules, etc.<sup>11</sup>

Motivating factors specially those which relate to job content are perpetuating.<sup>12</sup> A trainer who performs in an environment where he is allowed access to information, freedom to effect a decision, take training responsibility that enables him to use his aptitudes and a general atmosphere of approval will undoubtedly be highly satisfied. The satisfied trainer will usually seek out more responsibility and training authority as his previous achievements are recognised and rewarded. Not only is the training benefited by the increased quality and quantity of the trainer's contribution, but more significantly, the trainer in his own eyes as well as those of the trainees becomes a development trainer.

A few activities appropriate to motivating trainers are: incentive compensation, the stature within the organization, participation in meetings involving higher or equivalent levels and invitation to participate in other management and administrative programmes in the organization. It is apparent that even in this limited list, some activities are required for trainer development which are not normally associated with the trainer's function such as, salary, administration, public relations, employee relations and public administration.

A trainer who knows how to motivate has distinct advantage over other who do not. Motivation will determine whether a trainer can put his best in the training effort or whether he will only perform half-heartedly. There can be many ways to

motivate a trainee during the process of training or development. One can start by encouraging and enlisting attitudes and needs. Another way could be to inform him of his progress and having him set his own learning goals. A successful trainer must be able to capture complete attention of his group and get its cooperation and confidence. By putting the trainees at ease, an attempt should be made to discover precisely about their background and encourage them along the objectives of the training programme. The trainer should also be told what he has to learn for his development and what is the overview of his job. It is necessary to be patient during this phase of development and any nervousness, apprehension or lack of confidence has to be overcome by careful motivation. Over supervision or criticism may work against the effort of motivation and seriously hamper training.

A word about the related area of communication. Communication is a highly complex and involved process in the context of training. Generally, text books define communication process as consisting of two people with a message passing between them on the analogy of a transmitter and a receiver. The transmitter has a purpose of indicating. Ideas are converted into language symbols and thus form the message which is transmitted. The receiver receives the message, views the language symbols, abstracts from them their idea-content and reacts to the message. Feedback, of course, is required to sound the transmitter as to evaluate the effectiveness of the communication.

While this over-simplified picture of communication may not be valid in the large context of industry or business, it has a relevance to the training situation. The trainer has a unique role here. To be effective, he must know how his communication is going to be used, who is going to use it and why it is needed. The purpose used and the trainee's training needs are the design factors and unless the trainer knows these, he will be in no position to design an effective communication as part of his role as a trainer.

It is a difficult exercise to identify the more important communication skills needed in the context of trainer development.

They could range from effective listening, effective reading to effective conference leading. Paul O' Rourke has identified 12 skills which may be relevant in this exercise.<sup>13</sup>

According to De Philips, an effective instruction is a function of job knowledge, teaching skills, experience, personality, trainers' attitudes, communication and management. The importance of these factors is indicated by the five I's of intelligence, information, initiative, integrity and ingenuity.<sup>14</sup> Planty also states: a qualified instructor must (a) be familiar with the subject or skill or attitude to be taught, (b) know-how to teach it effectively, and (c) want to teach it.<sup>15</sup>

The discussion of motivation will not be complete without a reference to the need for continuing good morale. It may be necessary to pay attention to the variables which comprise the personality of the trainer. The need for good morale is well realised today in all training development. Identification of values and needs, the need to develop job security, initiative and appreciative review of performance may hold the key to better morale. Recognition, appreciation and education can always motivate a trainer and maintain high morale during the development of a trainer programme.

## CONCLUSION

Development of trainers in the best of circumstances is a process of growth and change. It cannot be assumed that trainers can develop instantaneously as against development spread over a period of time. The time dimension as a factor in trainer improvement makes it an important point for discussion. There are increasing expectations of possible changes in behaviour and attitude of trainees through the medium of trainers. Whether or not, even with the best of training techniques a trainer can accomplish these changes, cannot be stated straightaway. Even if changes are brought out, whether they are short-lived or of some deep import can also not be generalised. The key in either of these situations is a trained trainer. A view is even put forward that the development of a trainer in the field of training is organic

and evolutionary. It is rather slow, not discernible and even intangible. Depending on the availability of suitable training opportunities, the trainer may exhibit improved proficiency in his trade but more than that, a part of his development may still remain submerged under the surface.

What about the role of the organization in the development of trainers. It is often stated that development of training in an organization is a line responsibility. A view is taken that training responsibility cannot be delegated to any other functionary regardless of background or speciality. Sometimes, if a trainer is not available and a supervisor suggests to a Training Department that a course is necessary for his subordinates, he may find himself planning and conducting the same. The responsibility is in fact beyond the mere conduct of the course. It will be expected that the Course Director (whether Trainer or Supervisor) will be alert to the training needs of the personnel and provide opportunities for meeting these needs.

The role of the Line Manager in respect to training, both for 'off-the-job' and 'on-the-job' training is thus a dual role. While he should make the final decision in the matter, he should not be forced to accept a programme that has been developed by the Training Department or the trainer. The trainer on the other hand has a responsibility to see that training is available to all and is effective. Sometimes, these approaches may create a situation of disagreement between the trainer and the Line Manager, but the trainer has in all cases the responsibility to make training available, determine training needs and develop and provide effective training programmes. According to Karpatrik, the role of a trainer is somewhat like a medical doctor, who has responsibility for the health of their patients without the authority to force a member of the family to take a medical examination or to take the prescribed treatment.<sup>16</sup>

In this respect the 'top level' has a very crucial role, as its attitudes and styles might directly or indirectly affect the development process of the trainer, in case training is an accepted function in the organization. It can even be perceived that



the top level because of interest in training, may develop close contact with the trainer and even assist them. It may provide them responsibility, assignment. opportunities and finally motivation to achieve all-round development as competent trainers. Conversely, should the top level be not appreciable of training, at least during a tenure of leadership, the development of trainers would suffer a major setback.

Related to the contribution or faith of the top level in training, is the question of training climate in the organization. Irrespective of the support or the lack of it from the top, the climate in an organization may or may not be conducive to the growth of training as a common effort. In case such a climate is not there, undoubtedly the development of trainers would be a major casualty and this is not infrequent. Sometimes the support of organization/department begins and ends with lip sympathy to training even though only a great degree of courage may be needed to provoke anyone to concede the failures in training development. Very obviously, in addition to a setback to training *per se*, the trainers would also suffer a degree of devaluation. The organization may not openly come out about its lack of support to training, but yet act in practice to ensure that the development of trainers recedes into the background. This pattern of discrepancy is sometimes in evidence and has a great impact on hampering the acceptance and development of training.

In some of the situations mentioned above, how should a trainer react? Should he throw-up his hands in the air and concede the battle honours to the organization, and to the organizational leaders since they do not support or believe in training. Or should he react to the situation by assuming a posture based on the premise that afterall the development of a trainer is his own individual responsibility and as such, should be considered as part of a process of self-development. There is evidence in literature to support this approach. It is argued that a trainer has his own unique personality, his own unique role in the organization and his own job objectives. These characteristics to a certain extent distinguish him from other

personnel. Further by and large, he has to operate in a field which is yet not fully explored. The challenges implied in an all-round acceptance and development of training have to be squarely faced and not ignored. These may even involve a clash here or a clash there, a lack of support now and then, and a degree of disappointment at some stages. But on the criteria of self-development, no challenges are too small and no goals are too high for an enthusiastic trainer. The involvement in training itself would be a *raison de'tre* for development and growth of competence and skills of the trainer. But this self-development can only sustain if the trainer is clear about his background, his needs in training and his objectives.

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